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ABSTRACT

With the intent of revitalizing the study of educational articulation and transfer, this collection of essays describes and assesses the current status of transfer education, points to particular problems and concerns, and highlights specific techniques, activities, and practices. The volume includes "The Transfer Function--One of Many," by Dorothy M. Knoell; "The Decline of the Transfer Function: Threats or Challenges?" by Gerald R. Kissler; "The Missing Link in the Student Consumer Movement," by George B. Vaughan and Charles R. Dassance; "Articulation and the Chief Instructional Officer," by Jack E. Smith; "Community College and Proprietary School Relationships within the Educational Marketplace," by John H. Peterson; "Prescriptive Specialized Accreditation: Implications for Urban Community Colleges," by Allen T. Bonnell; "Articulation and Transfer in Florida," by Diann Zeldman; "Improving Academic Advisement and Transfer Articulation through Technology," by Richard B. Schinoff and J. Terence Kelly; "A Successful Experiment for Transferring Prior Learning Experience," by Roslyn Snow and Phyllis A. Bruns; "ESCALATE: A System of Transfer Equivalency Information," by Eleanor M. Hendershot; "Sources and Information: Revitalizing Articulation and Transfer," by James C. Palmer; and "Concluding Comments," by Frederick C. Kintzer. (AYC)

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NEW DIRECTIONS FOR COMMUNITY COLLEGES

Improving Articulation and Transfer Relationships

Frederick C. Kintzer, *Editor*

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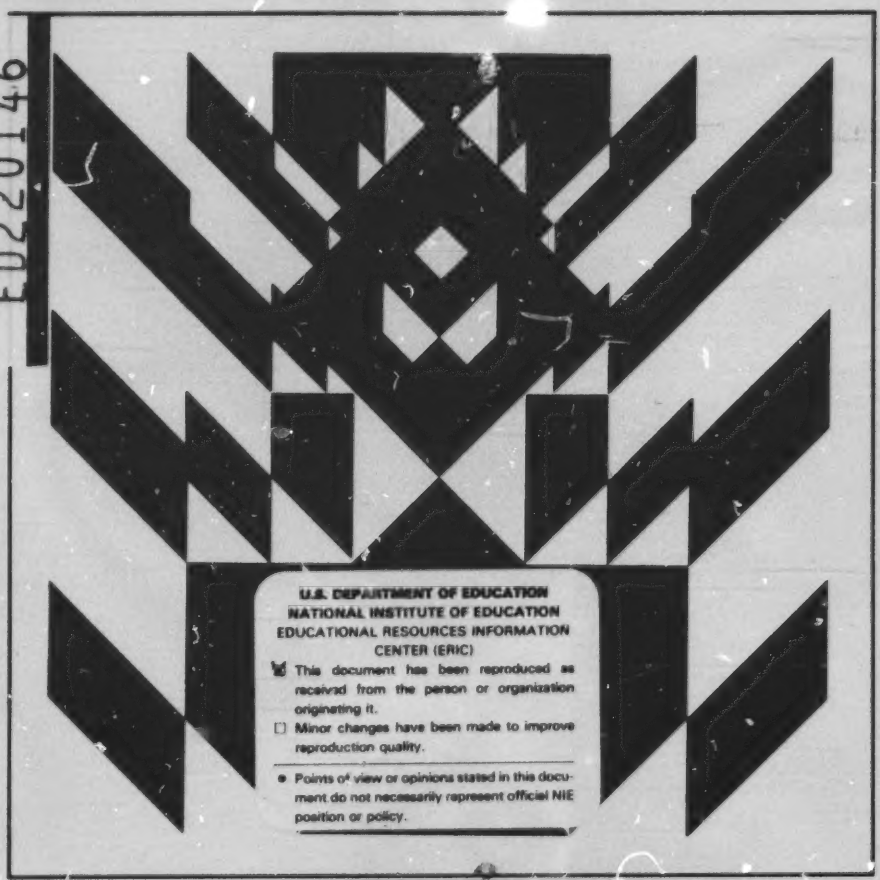
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Improving Articulation and Transfer Relationships

Frederick C. Kintzer, *Editor*

NEW DIRECTIONS FOR COMMUNITY COLLEGES
Sponsored by the ERIC Clearinghouse for Junior Colleges
ARTHUR M. COHEN, *Editor-in-Chief*
FLORENCE B. BRAWER, *Associate Editor*

Number 39, September 1982

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Frederick C. Kintzer, *Editor*

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Editor's Notes

The beginning of the 1982 academic year is a most auspicious time to renew discussion of articulation and transfer. Colleges and universities continue under heavy economic strain, and public institutions feel increasing policy pressure from state governments. The diminishing numbers of traditional transfer-age cohorts encourage interinstitutional competition for other groups who are expressing their availability, some in no uncertain terms.

Recent evidence of the decreasing success and retention rates of current transfer students, at least in California, adds a strident note for the entire higher education family. In Arizona, however, transfer students continue to constitute a significant part of the upper division enrollments of all three state universities. Community college students transferring to the University of Arizona and Arizona State University earned nearly the same cumulative grade point averages as "native" students (Richardson and Doucette, 1982). Nevertheless, it is time that we initiate efforts to extend cooperation among the various institutions and agencies now engaged in higher education. Cooperative planning must necessarily include high schools and other institutions active in precollegiate education. That is the primary message of this volume.

The study of *articulation* (services for the transfer student) and *transfer* (exchange of credits, courses, and curriculums) has experienced at least two peak periods. The first began in 1958 with the establishment of a national organization called the Joint Committee on Junior and Senior Colleges. Under the chairmanship of James L. Wattenbarger, the joint committee developed initial guidelines for facilitating transfer. On the recommendation of the joint committee and with the support of the Esso Education Foundation, the Center for the Study of Higher Education at the University of California, Berkeley, engaged Dorothy M. Knoell and Leland L. Medsker to conduct studies of the characteristics of transfer students and the problems encountered in attempting to transfer credits and in achieving success at a senior institution. In the final chapter of the report of their comprehensive research, Knoell and Medsker challenged community colleges to continue toward the goal of providing equal collegiate opportunities to many, and they urged development of state master plans that included differentiations of various institutional systems. The authors referred to the appropriate matching of transfer students and institutions as probably more important than matching freshman students with institutions, and they called attention

to inadequacies of information exchange, orientation, counseling, advising, and other articulation services for transfers (Knoell and Medsker, 1965).

This initial period of attention to articulation and transfer climaxed in 1966 with a second publication aided by the Knoell-Medsker research (Joint Committee, 1966) and a series of state and regional conferences. Statewide policies first began to appear in state master plans in Florida in 1971.

The second peak period opened with a series of articulation and transfer studies also sponsored by the Esso Education Foundation. Conducted by the editor of this volume, these studies focused on the transfer student and developments taking place throughout the United States and Canada (Kintzer, 1973, 1976). The work of Willingham and Findikyan, among others, also contributed to the revival of national interest (Willingham, 1972; Willingham and Findikyan, 1969). An important book by Menacker (1975) gave further impetus. The College Transfer Conference, sponsored by the Association Transfer Group and funded by the Carnegie Corporation, the Exxon (formerly Esso) Foundation, and the Federal Interagency Committee on Education, was the hallmark effort of this era. Conference participants (about 100 individuals) discussed a series of position papers and developed hardhitting recommendations addressed to local, state, and national constituencies having a stake in improving articulation and transfer. The primacy of institutions to establish their own policies and practices, the need for broad state guidelines and coordination, and the advisability of "third party" assistance were major conclusions given wide circulation (Association Transfer Group, 1974).

A *New Directions* sourcebook edited by Dorothy Knoell (1973) during the second decade of renewed interest in articulation and transfer concentrated on the widely divergent student groups that community colleges were asked to serve. *Understanding Diverse Students* called attention to the growing problem of planning systematically for the education and guidance of students from varying backgrounds and with diverse interests and objectives.

The material included in this volume is designed to open a new era of study and activity for revitalizing articulation and transfer. Ten chapters are presented in three groupings. The first three—by Dorothy M. Knoell, Gerald R. Kissler, and George B. Vaughan and Charles R. Dassance—identify and discuss the present situation, with its variety of existing tensions, and suggest alternative directions. The next three—by Jack E. Smith, John H. Peterson, and Allen T. Bonnell—focus on particular issues that add strains and challenges to the current scene. Four other chapters—by Diann Zeldman, Richard B. Schinoff and

J. Terence Kelly, Roslyn Snow and Phyllis A. Bruns, and Eleanor M. Hendershot—give particular attention to specific techniques, activities, and practices.

The eleventh chapter, studies selected from recent additions to the ERIC system abstracted by Clearinghouse staff members, represents a valuable contribution to the volume. The volume concludes with comments from the guest editor.

With this volume the call is being made to refocus on transfer students, to renew efforts to provide them equal opportunity with "native" students in the variety of services referred to as *articulation* and the complex process called *transfer*. Contributing authors would enjoy hearing from readers. The continuation of this discussion can result in improving the education of transfer students—the cause to which this group is dedicated.

Frederick C. Kintzer
Editor

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Transfer education has moved from being the dominant function of community colleges to being one of many functions—still important but enrolling a much smaller proportion of students than in the past.

The Transfer Function—One of Many

Dorothy M. Knoell

Today's institutions evolved from junior colleges offering courses and programs at the thirteenth and fourteenth grade levels to community colleges offering both transfer and occupational education, to *comprehensive* community colleges with multiple functions and clienteles. Transfer education has moved from being the dominant function to being one of many functions; it is still important, but it enrolls a much smaller proportion of students than in the past. This evolution from junior college to comprehensive community college has entailed changes in student characteristics that are at least as important as changes in function and curriculum if we hope to understand what has happened to transfer education.

Junior colleges were once extensions of secondary schools in many states, established to enable high school graduates to obtain two years of college work at low cost, without having to leave their home community. They were a part of the common school system that extended from kindergarten through grade 14, sharing function, administration, some faculty, and sometimes facilities with secondary schools. In spite of their close ties to secondary education, the junior colleges played an important role in implementing the national goals of the 1960s—that the nation should raise its sights beyond universal high

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school education so as to offer universal opportunity for two additional years of education "aimed primarily at intellectual growth" (Educational Policies Commission, 1964, Foreword).

Young people were attracted to junior colleges because of their low cost and convenience, their reputation for good teaching and counseling, and their record for transferring students to four-year colleges and universities. The local, two-year colleges were low-risk institutions for recent high school graduates who were unsure about their ability to complete or their interest in college-level work. They provided a second chance for students who had the potential to do college work but had not done well in high school—the so-called "late bloomers." Another group that junior colleges served well included young people who did not know what they wanted to do after high school but wished to keep their options open with respect to working toward a baccalaureate degree. Junior colleges offered opportunities for them to explore both educational and vocational interests, with good guidance and counseling, before making a commitment to a baccalaureate program or occupational preparation.

From Junior to Community College

The next generation of two-year colleges abandoned the term *junior* and substituted *community* to describe their institutions. Use of the word "community" attested to their local or regional orientation, as well as to their desire to be free of the connotation of junior partnership with baccalaureate-granting institutions. While the transfer function continued to be important during the transformation from junior to community college, other functions attracted new kinds of students, faculty, and supporters—these other functions included technical education, general education for students in degree or transfer programs, adult education, and community services.

Community colleges were either established as or became independent from unified school districts with responsibility for elementary and secondary education. Their enlarged functions attracted a somewhat broader student clientele, but, during this transition period, the public perceived the colleges primarily as providers of higher education and entry-level job training for young people who were, for the most part, first-generation college students. While a large majority of the students in community college expressed their intention to transfer to an institution granting the baccalaureate degree, enrollments in occupational courses and programs grew during the 1960s. At first, "liberal arts" was synonymous with transfer education while occupational education was viewed as "terminal." This dichotomy began to blur as students in occupational programs found that they could transfer to four-year institutions and students in liberal arts programs stopped en-

rolling after one or two years. Still others combined occupational and liberal arts education in programs of their own design, for much of which they received baccalaureate credit if they transferred.

The third generation of public two-year institutions became known as *comprehensive* community colleges, with some further broadening of functions but most of all with an expansion of the kinds of student clientele to be served. The full-time day student who was a recent graduate of a local high school ceased to be the typical community college student. No longer was it possible to say that a certain type of student was the norm, although the part-time student replaced the full-time majority in many institutions, and attendance in evening classes was as common as day enrollment (California Postsecondary Education Commission, 1976). The evolution into the comprehensive community college was characterized by a vast increase in the heterogeneity of the student body with respect to age, ethnicity, readiness or ability to do college-level work, previous educational attainment, interests and goals, and objectives being pursued in the community college. Heterogeneity increased as a result of enrolling young people still in high school as well as reentering women and senior citizens, upper-middle-class lifelong learners, financially aided students from low-income families, the functionally illiterate and limited-English speaking, students needing remediation, and reverse transfers who were successful in four-year institutions as well as those who have been eligible for freshman admission to a baccalaureate degree program on the basis of their high school record.

Affirmative action programs mounted by community colleges in the 1970s have increased enrollments of disadvantaged students from ethnic minority groups, from low-income families, and those with physical and developmental disabilities. Other recruitment programs have sought out women whose formal education was interrupted by marriage, early employment, and the raising of children; workers needing upgrading or retraining, or seeking a mid-career change; older adults facing retirement or already retired; and the institutionalized. Services to these special groups were expanded, especially when categorical funding was available. However, for various reasons, the increasingly diverse student body of the comprehensive community college is being mainstreamed into already established programs relating to traditional functions, with apparent success in terms of student interest.

The goal of the comprehensive community college is to be responsive to the broadly defined educational needs of its community, except that the college may not award upper-division or graduate credit. Except for that limitation, community college courses need not be clearly defined by the level of student skills and abilities that are required for enrollment or by student goals and objectives. Stated another way, students enrolling in transfer or occupational courses may have idiosyn-

cratic objectives that differ from the traditional college functions, and the skills with which students enroll in community college courses may range from the elementary school to the postgraduate levels. The comprehensive community college clientele tends to be defined by age, rather than by educational level, except that colleges may offer programs for students who have not yet graduated from high school.

The transfer function remains a significant part of the mission of the community colleges in the 1980s, with a large percentage of recent high school graduates enrolling in these programs and with some transferring to four-year institutions (California Postsecondary Education Commission, 1982). In fact, a recent Gallup poll found that half of its sample thought that the community college's main job was to give "preliminary academic training" to students transferring to four-year institutions ("Survey Shows," 1982, p. 3). However, a minority of the community college students transfer into institutions awarding the baccalaureate degree, and community college courses yielding transfer credit are elected by students with wide-ranging objectives and abilities. Thus, the identity of the transfer function may have become blurred in large, complex community colleges that have open admissions policies, a primary goal of being responsive to changing community interests and needs, a commitment to flexibility and adaptation to changing conditions, and a reputation as a low-risk, low-cost institution.

Factors Affecting the Transfer Function

Societal and institutional factors that favored the growth of the transfer function through the early 1970s have been largely replaced by a set of conditions that may inhibit further growth and point toward a decline in numbers of transfer students. Such societal conditions include pressure of four-year institutions to improve access for ethnic minorities, unemployment and underemployment of baccalaureate degree holders, and an attitude on the part of the public that higher education has little value for many people now attending college. Institutional factors include the projection of declining enrollments that will lead to unused space in four-year institutions, the addition of remedial programs and services to the offerings of four-year institutions, and the responsiveness of these institutions to increased student interest in preparation for employment after graduation, rather than for graduate school. The following subsections look at some of these factors in greater detail.

Space Factors. New community colleges were built in the 1960s and early 1970s to accommodate much of the large projected increase in enrollment in higher education that followed the World War II baby boom. Four-year institutions could not absorb the increased enrollments and the states could not build new institutions in time (or could

not afford to do so) to meet the need for additional space. Locally controlled community colleges moved quickly to meet the need for additional enrollment capacity at the lower-division level, thus freeing up space in four-year institutions for transfer students to complete baccalaureate degree programs.

The *Master Plan for Higher Education in California, 1960–65* (California State Department of Education, 1960) was a model for many states in its diversion of tens of thousands of students from the overcrowded state university and college systems to locally controlled junior colleges, which were then declared to be full partners in California higher education. Numbers of transfer students increased through the early 1970s, during a period when community colleges were also meeting a need for increased access for ethnic minorities with low previous enrollment in higher education, for the economically disadvantaged, and for young people who were both poor and ill-prepared for college. During this era, the community colleges successfully enrolled, counseled, remediated, instructed, and identified by one means or another those students who were interested in and had the potential for success in upper-division programs and thus were good candidates for transfer to four-year institutions.

Now, with declining numbers of high school graduates for whom colleges and universities are competing, the need for community colleges to provide space for baccalaureate-oriented students is diminishing. While college enrollments have not yet declined as projected, few college and university planners doubt that there will be an enrollment decline within a few years because of the lower birth rate two decades ago. Increased costs and changes in student financial aid may also result in a decreased demand for baccalaureate education in the next few years, with the possible result that four-year institutions will attempt to recruit and retain students who would have enrolled in community colleges in earlier years.

Increasing Vocational Interests. Student interest in attending college does not appear to have declined, as the public appears to believe, but interest has shifted from community college curricula that prepare students only for transfer, and from baccalaureate programs that lead primarily to graduate and professional schools, to those that prepare students for specific kinds of employment. Statistics to support the shift in community college enrollments from liberal arts to occupational courses and programs may overstate the situation because of confusion between student intentions and the purposes that particular courses are designed to serve. The percentage of young, full-time students who express an interest in transfer when they first enroll in a community college does not appear to have decreased significantly, although such students are more likely to enroll in some courses in which they can

acquire skills for employment whenever they leave or complete college. Students who were enrolled in occupational programs are found among the transfers to four-year institutions (California Postsecondary Education Commission, 1979; Hunter and Sheldon, 1981), and these institutions often award baccalaureate credit for some or all of the occupational courses.

At the same time, occupational courses and programs are attracting some community college students who would have enrolled in a transfer program during the 1960s, particularly programs that can be completed in a short period of time or do not require students to enroll in other than occupationally related courses. Four-year institutions have now begun to respond to the increased student interest in preparation for employment so that these institutions can recruit and retain students who might otherwise be diverted to community colleges or technical schools. The response involves both additions to the curriculum and increased services related to employment—for example, career counseling and orientation, credit for work experience, internships, and job placement. The increased vocationalism of "native" students in four-year institutions has led to problems for some community college transfer students. First, programs in engineering, computer science, business and management, and other fields that prepare students for employment with a baccalaureate degree have become impacted, making it difficult for students to transfer into these programs from community colleges. Thus, students are less inclined to use the community college to gain access to such programs; instead, they compete for the limited spaces as freshmen in the four-year institutions. Second, four-year institutions have an incentive to offer baccalaureate degrees in career fields that were once the means for two-year colleges to maintain enrollments. This development results in decreased opportunity for transfer when transfer students from two-year programs in the same field are not awarded baccalaureate credit for their lower-division courses or are required to repeat such courses at the upper-division level.

Affirmative Action and Outreach. Community colleges were in the forefront in establishing programs to reach out to ethnic minorities, particularly black and Hispanic students, during the 1960s and early 1970s. While sometimes viewed as dead-end institutions for disadvantaged minorities, community colleges enrolled the large majority of all black and Hispanics who were going to college. Their role in providing access for the educationally disadvantaged had been established earlier with the white majority through a reputation for good teaching, emphasis on counseling and other student services, success in remediation, and, above all, caring for students. Also, the colleges' location in the communities where blacks and Hispanics lived made them more accessible than four-year institutions some distance from home.

Community colleges have succeeded in enrolling ethnic minorities, but their success in retention and transfer of such students is questionable (California Postsecondary Education Commission, 1980). The debate is not about numbers being retained and transferred since they are not proportional to the numbers enrolling in community colleges. Instead, the issue involves expectations and aspirations. While society may expect the colleges to produce transfer students among the disadvantaged minorities they enroll, the colleges appear unconcerned that students with the potential to do baccalaureate or higher level work aspire to occupational goals that do not require a degree at either the associate or baccalaureate level.

In any event, the relatively small number of transfer students from ethnic minority groups during the past decade has led to increased efforts by four-year institutions to ensure that ethnic minorities have access at the freshman level. These efforts include special admission for some who do not meet the standards for freshman admission, programs to increase interest and motivation during junior and senior high school, and assistance in becoming qualified for regular admission. To the extent that the efforts of the four-year institutions are successful in enrolling and retaining large numbers of students from ethnic minority groups, the role of the community college in providing initial access for baccalaureate-oriented students will be diminished.

Remediation. In the past, community colleges helped provide universal access to higher education by offering remediation to students who had the intellectual capacity for baccalaureate-level work but who lacked the requisite skills in reading, writing, computing, and studying. The community colleges were highly successful with students who had been underachievers in high school—that is, those who were disadvantaged because of their lack of interest, motivation, or good work habits. As the community colleges became more comprehensive with respect to the clienteles they served, the remedial function was expanded to meet the needs of the severely disadvantaged in terms of previous educational attainment. The disadvantages of these students included inability to communicate in English, lack of literacy in any language, and learning disabilities, as well as poor basic skills. The remedial function for potential transfer students was thus expanded to provide a kind of basic adult education, which might prepare students for some college courses but probably not for transfer.

Meanwhile, four-year institutions began to recognize the need to provide remediation for freshmen who were eligible for regular admission but lacked the basic skills (particularly writing) that were needed to profit from baccalaureate-level courses. Assessment programs, followed by remediation, were then instituted for freshmen, for transfer students at the point of entry into the upper division, and, at some institutions,

for students who had completed all other degree requirements. With the addition of remediation to the functions of the four-year institutions, the remedial function of the community colleges may be shifting toward adult basic education and English as a second language for students who may not be able to attain the skill levels adequate for college credit courses, at least within a reasonable period of time.

Transfer Problems and Questions to Be Answered

The comprehensive community college that values all functions and clientele equally and that is committed to responding rapidly to changing community interests and needs is likely to face problems with the transfer function, especially in times of fiscal constraints. The transfer program and the students enrolled in it must be identified as a function and a clientele distinct from other community college functions and clienteles. On some campuses, transfer student enrollments in sophomore-level courses may decline to the point where program vitality may be in doubt. The quality of the transfer program depends to a large degree on the quality of competition among students for grades in transfer courses. In the absence of such competition, community college transfer students may find it difficult to compete successfully with "native" students in upper-division courses after transfer.

In addition, open-door admissions policies are producing ever more heterogeneous student bodies in terms of both objectives and abilities. The colleges' responses to the varied needs of these new students might well involve the adaptation of existing programs and services as well as the development of new offerings. The extent to which community colleges are adapting content, methods of instruction, materials, and standards to changing student characteristics has not been documented, nor is there consensus that the colleges should do so in transfer courses and programs.

The following subsections look more closely at these and other problems facing transfer programs.

Open Admissions. Open-door admission for students who would not be eligible for admission to other colleges and universities is the keystone in the philosophy of the comprehensive community college. Students at least eighteen years old are often admitted without regard for their previous educational experience or attainment in either the secondary school or in higher education. They may enroll with a clear record unless they want credit for courses from their previous schooling.

For reasons relating to both philosophy and to procedural problems, community colleges have been extending the philosophy of open admissions to open enrollment in courses at the freshman level, without

transcript evaluation or assessment. The most notable exception to this practice is the transfer course in English composition, for which colleges have begun once more to screen students by means of formal assessment techniques and to recommend remediation for those who do not meet a certain standard. Other courses, including those designed for transfer, may be open to students who cannot do the work because of inadequate skills, others who are capable but do not want to work for course credit, and still others who need the course to satisfy transfer requirements (California Postsecondary Education Commission, 1981).

The issue is whether open admission is efficacious in the 1980s, when student heterogeneity, costs to the student, and fiscal constraints are still increasing. Possible conditions for admission include assessment involving the use of transcripts, tests, and background information; counseling or academic advisement based on the results of the assessment; and placement in courses and programs where students have a reasonable probability of success, without tracking. One alternative is to allow students to place themselves in courses and programs to the extent that space is available, with policies governing withdrawal and grading that are not punitive when students make mistakes in selecting courses. Another is to adapt the level of instruction to wherever the students can succeed, if such a level can be identified in the absence of systematic assessment.

Open-door admissions policies may not remain tenable if community colleges do not increase their rate of retention and student success. The best means of improving the success rate appears to be to set certain conditions for enrollment that will decrease the chances for failure or attrition in courses without unduly limiting the students' options.

Identifying Transfers. Offering transfer courses and advising self-identified transfer students are necessary but not sufficient elements of a transfer program. The identification and counseling of students with the potential to succeed in baccalaureate degree programs are also important elements of the transfer function, particularly among students who may have low educational and career aspirations. This part of the function is particularly important for students from ethnic minority groups and for women, who appear to be underrepresented among the transfer students to four-year colleges and universities (California Postsecondary Education Commission, 1982). The goal is not to force students into transfer programs, but to advise them about educational and career opportunities at the baccalaureate level, including student aid, in relation to their own interests and abilities.

Community colleges have become known as institutions that perform the screening or "cooling out" function for students enrolling under open admissions policies in programs where they may not belong (Clark, 1980). Some leave college after this process; others are diverted

to occupational or general education programs that may be less rigorous than the transfer programs in which they enrolled initially. On the other hand, many community colleges do not identify able students and encourage them to increase their aspirations after their initial success in freshman-level courses. These colleges take the point of view that their responsibility is to support students who identify themselves as interested in transfer, but they do not intervene to counsel students with academic potential that exceeds their aspirations. At the extreme, this point of view leads colleges to help all interested students become eligible for transfer, and the receiving institution becomes responsible for screening or "cooling out" those without the ability to do upper-division work.

Adaptation and Responsiveness. Community colleges take pride in their ability to respond rapidly to new community needs and to changes in the characteristics and interests of residents of the community. Changes in community needs have led, for the most part, to the addition of new occupational programs and such new courses as those in parenting and nutrition. When student characteristics change, on the other hand, how much should the college adapt its instructional program to what have usually been lower levels of basic skills and shorter-term objectives? This issue is particularly significant for community colleges with open admissions and enrollment policies that imply an obligation to provide a successful experience for all students. Community college philosophy has never been clear as to whether its obligation to students is fulfilled with the offering of opportunity to enroll in courses or programs of their choice, or whether it requires the institution to adapt its offerings to ensure the success of students.

Secondary schools, in part because of compulsory attendance laws, tried to adapt instruction to the changing characteristics of their students by requiring a smaller amount of work and a lower standard of performance for a passing grade. Those with increasing enrollments of disadvantaged students took the point of view that it was appropriate to scale back instruction to a level at which students could succeed, thus improving the likelihood that they would persist. Should the community colleges make similar kinds of adaptations in the curriculum, methods and materials of instruction, and standards in response to changing student characteristics, particularly in transfer courses?

Another type of possible adaptation involves students who are not interested in earning credit and grades at the community college but who are fully capable of succeeding without changes in course scope and standards. Should colleges adapt course requirements for these students who do not want to do assignments outside class or take examinations? Stated another way, the issue relates to different kinds of adaptations that colleges may be called upon to make if they are to be truly

responsive to the changing needs, objectives, interests, and abilities of potential students in their communities. The record of transfer students in four-year institutions, in terms of grade-point differentials, has been a traditional measure of the success of community colleges. With transfer students now a minority, additional criteria are needed as a basis for drawing conclusions about the effectiveness of institutional responses to changing community and student characteristics.

Another Look at the Remedial Functions. Four-year institutions are now increasing their expectations about what "native" students should achieve with respect to basic skills—before they graduate from high school, as freshmen, when they enter the upper division, and when they complete baccalaureate degree requirements. The role of the community college in remediating transfer students to meet these increased expectations is not clear. A few of the major decision points for community colleges are: (1) in working with feeder high schools, whether to promulgate statements about competencies that students enrolling in community colleges should be expected to have; (2) in assessing the need for remediation, whether to use the instruments and standards that four-year institutions have adopted; and (3) in preparing students for transfer, whether certification can be made that the transfers have achieved the necessary skills and competencies.

In view of the apparent decline in basic skills of college students, community colleges may require remediation to take place before students enroll in transfer courses in which certain levels of reading, writing, and mathematics skills are needed. Current practice favors concurrent enrollment to enable students to make normal progress toward graduation or transfer. Still unresolved are issues relating to the definition of "remediation" as contrasted with "basic adult education," the award of credit for remedial courses, and the need to adapt instruction in other courses to ensure that students will not fail because of inadequacies in their basic skills.

Articulation. While the transfer function has become less dominant in the community college mission, the transfer process has become more complex. Students are transferring to a wider range of four-year institutions, including independent colleges and universities both inside and outside the state in which the community college is located. The range of baccalaureate programs into which students now transfer is also large, although oversubscription of some programs at the freshman level threatens to limit access for transfer students. The number of possible articulation agreements with specific institutions for particular programs is thus increasing at a time when transfer must compete with other functions for scarce community college resources. At the same time, many four-year institutions are adopting new, more stringent graduation requirements with respect to general education and the

demonstration of writing and other skills. The impact on community college transfer students is usually considered when such changes are made, but the result of such changes still tends to be increased articulation problems.

One possible community college response to these changes is to offer a general transfer program of courses that are certified as baccalaureate-level instruction, with options designed to prepare students for certain upper-division majors. The general transfer program would supplant community college attempts to offer programs that articulate precisely with those of the many institutions to which their students transfer and of the many majors in which they enroll. Specific articulation agreements have already been developed at some community colleges in order to prevent loss of credit by students who make early decisions about transfer. All community colleges may no longer be able to allocate sufficient personnel to continue the development and implementation of a multitude of articulation agreements because of the growing size and importance of other functions.

Priorities and Directions

Given sufficient funds and time, community colleges could probably meet the needs of adults with all kinds of interests, objectives, and abilities for continuing education that did not yield upper-division or graduate credit, through the use of various types of delivery systems and part-time as well as full-time faculty. However, limits are being placed on the funds available to community colleges from state and local tax revenues, especially for enrollment growth. At the same time, different kinds of students and programs require very different expenditures for faculty, support staff, and facilities. Transfer programs and students are usually neither the least nor the most expensive among the colleges' functions and clienteles. However, transfer is very expensive when the college is working with educationally and economically disadvantaged students who need extensive remediation, support services, and financial aid. The transfer function is also expensive in fields like engineering, computer science, and mathematics, and it is expensive when the college is committed to preparing a small number of students for transfer to a highly selective institution.

Community colleges could not easily give up or downgrade their occupational, remedial, general education, or transfer functions. To these traditional functions have been added those of community education and lifelong learning, which are attracting an increasing number of students at a relatively low cost. Choices may have to be made in the 1980s, because of fiscal constraints, between an advanced course in mathematics for transfer and additional sections of bilingual education

for refugees, and between pre-engineering for transfers and computer courses for entry-level employment. The colleges will have to set priorities among functions and choose directions for future emphasis in curriculum development, while preserving at least some vestiges of the transfer programs that gained them their fine reputation in higher education.

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Steps need to be taken to improve communication and the articulation and transfer function in a spirit of cooperation. Viewing this as a threat can only lead to defensiveness and costly delays. Recognizing the challenge can help preserve and enhance the articulation and transfer function.

The Decline of the Transfer Function: Threats or Challenges?

Gerald R. Kissler

It has been several years since John Lombardi (1979) pointed out the decreasing number of community college transfer students and the reduction in the proportion of the total community college effort devoted to transfer programs, which he characterized as "the decline of transfer education." Other authors have identified the narrowing of the liberal arts curriculum (Brawer, 1980) and the lower levels of ability of community college students (Cohen and Lombardi, 1979). Some have referred to the challenge this presents to community colleges (Breneman and Nelson, 1981; Koltai, 1980) and have called for a strengthening of liberal arts programs (Lukenbill and McCabe, 1978; Marty, 1980).

Not everyone has responded in this manner. Some deny that the events of the last twenty years have had any significant effect on the vitality of community college transfer programs. The works cited above are thus viewed as a threat to public confidence in community colleges. Of couse, there is some truth to both positions. With hundreds of community colleges across the nation, each responding to local community needs, one should expect that some colleges have been affected more than others, but none have been immune.

Kintzer, F. (Ed.). *New Directions for Community Colleges: Improving Articulation and Transfer Relationships*, no. 39. San Francisco: Jossey-Bass, September 1982.

Within the context of this ongoing national debate on the mission of the community colleges (Vaughan, 1980), it came as no surprise that the report of the retention and transfer task group (Kissler, 1980a), which was part of the University of California Undergraduate Enrollment Study, was perceived by some as a threat and by others as a challenge. The report (which has come to be known as the "Kissler Report") found that, despite projections of a declining number of high school graduates, the number of applications for admission to the University of California from high school students was at an all-time high. Rather than a decline in the number of freshmen, the retention and transfer task group (Kissler, 1980b) found that fewer students were transferring from the community colleges to the university, and the academic performance of those who were transferring had been declining.

Elsewhere, the argument has been presented that, as a result of the shift from public "junior colleges" to "community colleges," the phenomenon of decreasing numbers of transfer students is occurring in many states. The decline of the transfer function is due in large part to (1) the successful efforts to broaden access to those who previously had not gone to college, including many with "basic skills" deficiencies; (2) the significant expansion of the community education function, which is now larger than all of the other functions combined and is not aimed at preparing transfer students; and (3) the tremendous increase in vocational programs, most of which do not prepare students to transfer (Kissler, 1981).

Successful Efforts to Broaden Access

The change to community colleges has greatly increased the heterogeneity of the student body. For years community colleges pointed with pride to their ability to teach students who were eligible for admission to baccalaureate degree-granting institutions (as well as those who were not eligible) to ease the transition for older students who were returning to college, to help some to upgrade their vocational skills, and to provide others with the opportunities for continuing education. However, the wide diversity of student interests and abilities in the classroom now makes an instructor's task extremely difficult.

Cohen and Lombardi (1979) summarized the effects of increasing numbers of low-achieving students on faculty and student morale by saying:

> Teaching remedial students can be overwhelming for faculty, many of whom are academically and emotionally unprepared (and often unsympathetic). High aptitude students, discouraged by large numbers of slow learners, gravitate toward

> other colleges in the same district or out of the community colleges entirely [p. 26].

In a recent national survey (Brawer and Friedlander, 1979), for instance, 53 percent of the faculty felt that their science or social science courses would have been more effective if their students had been better prepared to handle the requirements of the course.

When vocational students are required to take liberal arts courses or when nontraditional students enroll in transfer courses for personal enrichment reasons, their interests are frequently very different from those of serious transfer students. When the number of academically well-prepared transfer students represents only a fraction of the total enrollment in a transfer course, the instructor may find it very difficult to keep the content of the course and the nature of the assignments at a baccalaureate-equivalent level.

A Broader Concept of Community Education

Over the past twenty-five years, the community education function has expanded faster than any of the other functions of the community college. As the average age of the general population increased, so did the demand for continuing education. The earlier distinction between adult education offerings as a community service and the vocational or transfer programs for recent high school graduates began to disappear as more older students came to the community college. The term "lifelong learning" came into vogue. A broader concept of community education evolved to include the use of transfer and vocational credit courses by students with a personal interest in the subject matter but little intention to complete a formal program, as well as to include noncredit adult education offerings and noncredit remedial academic courses.

By 1976, as many students were enrolled in noncredit as in credit courses (Brawer, 1980). Even courses offered for credit are frequently taken for personal enrichment reasons by individuals with little interest in credits or grades. As Cohen and Lombardi (1979) put it:

> The transfer courses have become discrete. Many students already have baccalaureate degrees and are taking the "transfer" course in photography to gain access to the darkroom, the "transfer" course in art to have their paintings criticized, the "transfer" course in a language so that they can travel abroad [p 25].

Much of the tremendous growth in community college enrollments over the past twenty-five years is thus attributable to the success-

ful efforts to broaden access and to the expansion of the community education function, both of these factors have contributed to the increasing heterogeneity of the student body. Increasing heterogeneity and an overall decline in the level of academic preparation of entering students may, therefore, be eroding the community colleges' efforts to maintain an equivalent lower-division curriculum. Formal articulation agreements between community colleges and baccalaureate degree-granting institutions are usually based upon the general subject matter of the course but do not ensure that the level of text, the nature of student assignments, or the standards for assigning grades are equivalent. There is some evidence that, despite formal articulation agreements, these types of differences do exist and that they are associated with concerns about the academic performance of community college transfers at baccalaureate degree-granting institutions (Kissler and others, 1981; Russell and Perez, 1980).

The Growth of Vocational Programs

Vocational programs were also expanded in the 1960s and 1970s as federal and state categorical funds were appropriated specifically for this purpose. Student interest swelled as the wages for service trades that did not require the baccalaureate increased significantly and as student perceptions of the relative value of the baccalaureate changed. As a result, the percentage of community college students enrolled in occupational courses for credit rose from 13 percent in 1965 to approximately 30 percent in 1970 to nearly 50 percent in 1976 (Brawer and Friedlander, 1979). More recent figures from the American Association of Community and Junior Colleges indicate that the percentage now exceeds 60 percent (Yarrington, 1981).

Some of these students enter the community college with a strong vocational goal and a commitment to complete the program required for a specific job, such as dental assistant, for example. Some plan only to take a few vocational courses (such as those teaching secretarial skills) that will help them to move quickly into the labor market. Others already have a job and take vocational courses that will help them to gain a promotion or to change careers. Another group enrolls in such vocational courses in the community college as business administration and engineering but will probably transfer to another college or university to complete the baccalaureate. The task of determining who is enrolled for what reasons is far from simple. Regardless of how the figures are categorized, however, one cannot escape the conclusion that there has been tremendous growth in vocational programs and that most vocational students will never transfer to complete the baccalaureate.

Future of the Transfer Function

Serious questions about the continued viability of the transfer function at many community colleges are raised when one adds to these factors the five major trends affecting the future of higher education:

1. A decline in the number of high school graduates, which will increase the competition among higher education institutions for students
2. An increase in the number of underrepresented ethnic minority students in the public schools
3. A continuation of the shift toward vocational subjects and away from the liberal arts and sciences, which is contributing to the fact that fewer students are transferring to baccalaureate degree-granting institutions
4. The serious decline in the level of academic preparation of students entering colleges and universities, which continues to have the greatest impact on the open-access community colleges
5. Continuing economic difficulties and budget cuts.

The retention and transfer task group was concerned that these conditions could lead to further reductions in the transfer function at many community colleges—a matter of deep concern for the university and the community colleges. The university could continue to meet its enrollment plan by admitting more of the increasing number of fully qualified high school graduates applying for admission to its freshman class; however, this would only increase enrollment problems in the university's lower-division courses, remove the very best students from the community college classrooms, and restrict the academic options available to students in some districts. The retention and transfer task group felt that it was in the best interests of all to preserve and enhance the transfer function.

Criticisms of the Kissler Report

During the past two years, several authors (McFarland, 1981; Villa, 1981; Young, 1980) have criticized the Kissler Report, and other issues have been raised in conversations with representatives from the community colleges. Both McFarland and Villa are correct in pointing out that the Kissler Report focuses too much attention on the decline in the number of transfer students and on those community college transfers who experience serious academic difficulty after transferring, without giving proper recognition to those who are successful. The transfer function in California may have declined, but it is certainly not dead. Almost 60,000 community college students transfer each year to the campuses of the University of California (UC) and the California State

University (CSU) system. Many of these students would not have been eligible to enter a baccalaureate degree-granting institution directly from high school. The community college, indeed, provided the only route to the baccalaureate for those students. Most who do transfer continue to do well academically. In fact, many graduate with honors and are elected to honor societies. Sixty thousand transfer students are, however, a small number compared to over one million students in the California community colleges, and it is now a smaller percentage than it was before. Most transfers do continue to perform well academically, but, again, not as many as before.

There is also some truth to the argument that the press coverage of the Kissler Report could lead to a self-fulfilling prophecy. If the state legislature loses confidence in the community colleges, the budget could be cut and the quality of transfer programs could be reduced. If the public loses confidence in community colleges, the best high school students are likely to enter baccalaureate degree-granting institutions and the quality of transfer programs could decline. In any event, there are important educational policy issues that must be discussed if we are to preserve and enhance the transfer function.

Declining Numbers of Transfers. No one disagrees that fewer students are transferring, that the ratio of transfers to total community college enrollments has declined, and that the number of transfers is not as high as it was once hoped to be. However, there are differences of opinion as to why these trends are occurring.

The discussion of the factors contributing to the decline in the number of transfers begs the question of whether the vitality of transfer programs has been weakened. Reasons supporting the belief that it has been weakened include (a) the number of students in liberal arts courses who want baccalaureate-equivalent instruction is generally declining, (b) classes (particularly the more advanced with the lowest enrollment) are being cancelled, and (c) the curriculum is narrowing (Brawer, 1980; Cohen and Lombardi, 1979). While these are national trends, the effects on the vitality of the transfer program at any particular community college will, of course, vary with factors affecting that district. Therefore, each district should be encouraged to take a careful look at its transfer programs.

Declining Academic Performance of Community College Transfers. Tables in the University Retention and Transfer Report show declining graduation rates (see Table 1), rising attrition rates, and rising percentages of community college transfers on probation. The task group did not, however, do an extensive analysis of the university's scholarship reports, which show the community college grade point average (GPA), the university GPA, and the differential between those GPAs, because there are several methodological problems with analyses based upon GPA differentials.

Table 1. Three-Year Graduation Rates from the Same UC Campus for Community College Transfer Students

	Year Students Transferred to the University			
UC Campus	*1972*	*1973*	*1974*	*1975*
Berkeley	69	67	65	65
Davis	72	69	63	65
Irvine	66	59	61	55
Los Angeles	64	58	56	56
Riverside	67	62	65	64
San Diego	49	51	46	46
Santa Barbara	NA	NA	NA	NA
Santa Cruz	61	61	53	48

Source: Kissler, 1980a, p. 13

Clearly, there has been grade inflation in both the university and community colleges, and one cannot assume that the rates of inflation and the standards for assigning grades have been equal in both of the segments over time. Even more important is the fact that those scholarship reports were developed from the records of students who started in the fall and completed the spring quarter. Transfer students who dropped out during the first year, most of whom had very low grades, were therefore omitted from the scholarship reports. However, those who still insist upon an independent source of data and wish to study the scholarship reports will find that the GPA differentials for the cohorts of students studied by the retention and transfer task group have increased (see Table 2). For reasons mentioned above, GPA differentials alone would not have been convincing evidence of a decline in academic performance. When combined with the lower graduation rates, rising attri-

Table 2. First-Year Academic Performance for Community College Transfers Who Entered in the Fall and Completed the Spring Term

	Eligible from High School			*Ineligible from High School*		
Entering	*CC GPA*	*UC GPA*	*Differential*	*CC GPA*	*UC GPA*	*Differential*
Fall 1972	3.19	2.85	.34	3.05	2.72	.33
Fall 1973	3.18	2.86	.32	2.95	2.65	.30
Fall 1974	3.31	2.91	.40	3.00	2.65	.30
Fall 1975	3.32	2.88	.44	3.01	2.62	.39
Fall 1976	3.32	2.87	.45	3.08	2.62	.46
Fall 1977	3.35	2.88	.47	3.10	2.63	.47
Fall 1978	3.34	2.86	.48	3.23	2.76	.47

Source: University of California Scholarship Reports, 1972-1978

tion rates, and increasing numbers of students on probation, however, there can be little doubt there has been a decline.

Comparisons of Transfers with "Native" Students. Unfortunately, comparable graduation and attrition rates for community college students who transfer to the California State University (CSU) systems are not available. However, figures from a CSU report entitled "Those Who Stay—Phase II: Student Continuance in the California State University and Colleges" indicate that juniors who started as freshmen at a CSU campus have much higher three-year graduation rates (50 percent) than community college transfers (34 percent). Because figures are not available for several entering cohorts, it is not possible to determine whether this represents a decline in academic performance, but these figures do indicate that community college transfers to the CSU system have relatively low graduation rates (Division of Institutional Research, 1979).

To be sure, there are methodological problems in comparing the academic performance of freshmen and community college transfers. For example, we know that the number of community college students who actually transfer is considerably smaller than the number who say they plan to transfer. Therefore, it would be inappropriate to compare five-year graduation rates for freshmen with three-year graduation rates for community college transfers because the latter rates do not include the attrition that occurs at the community colleges. For this reason, the retention and transfer task group compared UC juniors with community college transfers.

The task group found that UC juniors received higher grades in their upper-division classes and were more likely to graduate than community college transfers. Contrary to findings reported by Bird (1956), the task group found that even those community college transfers who would have been eligible for admission from high school and who survived the first-quarter "transfer shock" received lower grades and were somewhat less likely to graduate than UC juniors.

More comprehensive data were presented in a study reported by Kissler, Lara, and Cardinal (1981). In that study, "native" UC students who became juniors were matched on the basis of lower-division grades with transfers from the California State University (CSU) system and the California Community Colleges (CCC). Comparisons for each matched group indicated that UC "native" students received higher upper-division GPAs, were less likely to be on probation, and had lower attrition and higher graduation rates than comparable transfer students. Despite the fact that CSU and CCC transfers had similar lower-division GPAs, the CSU transfers outperformed the CCC transfers on all academic indicators. These findings were consistent with a study conducted at the University of Washingon (de Wolf, 1979), which re-

ported that the academic performance of students who transferred from baccalaureate degree-granting institutions was superior to that of community college transfers.

There can be little doubt there has been a decline in the academic performance of community college transfers and that their academic performance is below that of juniors who enter baccalaureate degree-granting institutions as freshmen. However, there may be legitimate differences of opinion as to why there has been a decline in academic performance.

Reasons for Declining Academic Performance. The task group hypothesized that the increasing vocational orientation of today's students has contributed to the decline in the *number* of transfers, but the group did not have enough information to determine the reason for the decline in the *academic performance* of community college transfers. Additional research (Kissler and others, 1981) has shed some light on the reasons for declining academic performance and on the fact that the academic performance of community college transfers is below that of juniors who enter baccalaureate degree-granting institutions as freshmen.

Differences in academic performance were primarily associated with differences in the levels of ability and motivation of the students. The declining levels of academic preparation in the high schools have undoubtedly had an effect on all segments of higher education, but this phenomenon has had its greatest impact on the community colleges, which have had open admissions policies and have made major efforts to broaden access to those who previously would not have gone to college. Other important factors include (a) differences in the types of institutions (size, semester versus quarter format, amount of interaction with faculty), (b) differences in competition and grading policies, (c) differences in curriculum and pedagogy, and (d) problems of social integration, particularly for older transfer students.

Conclusion

The debate about research methodology and statistics is likely to continue, but little practical purpose will be served. Important intersegmental discussions of matters of educational policy will only be delayed at a time when a cooperative planning process in local regions should be leading to better communication and to improved articulation. Changes should be initiated at both the community colleges and at the baccalaureate degree-granting institutions. Steps have been taken by Miami-Dade Community College, Florida (see the chapter in this volume by Richard Schinoff and Terence Kelly), and similar efforts are beginning in several California districts. For example, Chancellor Koltai (1981) reported in his state-of-the-district message:

> It is my strong belief that we must exert our educational leadership in terms of this challenge of quality; we must raise our expectations in regard to student performance while more carefully controlling student flow in terms of competencies and progress.
>
> Leadership in the transfer function means initiating and encouraging dialogue with representatives from the UC and CSU systems. It means improving academic liaison between our sending institutions—the high schools—and our own colleges. It means involving the faculty in the development of core courses, appropriate assignments, and developmental classes. It means accepting educational and institutional responsibility . . . . Through these activities, we will substantially increase the ratio between students who say they want to transfer and those who actually do. A dramatic improvement in the proficiencies that our students take with them to the four-year institutions hopefully will be achieved [pp. 4–6].

Baccalaureate degree-granting institutions should also make serious efforts to improve communication and articulation. Expectations should be clearly communicated to ensure that transfer students are prepared to enter upper-division programs. Support services available to transfer students should also be improved. For example, the older, reentering transfers could benefit from special counseling and social support groups. It is not too late to take serious steps in a spirit of cooperation. Viewing this as a threat can only lead to defensiveness and costly delays. Recognizing the challenge can help preserve and enhance the articulation and transfer function.

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Articulation can best be revitalized by viewing the community college transfer as a new consumer of services at the receiving institution.

The Missing Link in the Student Consumer Movement

George B. Vaughan
Charles R. Dassance

The 1960s and early 1970s produced a number of social movements that shaped American society. Two of the more profound of these were the student movement, as characterized by the free speech movement beginning at the University of California at Berkeley in 1964, and the consumer movement, as exemplified by Ralph Nader. Philosophically (although never to any great extent from a practical point of view), the student movement of the campus merged with the consumer movement of the marketplace. The result was the student-as-consumer movement, which views the purchase of higher education in much the same manner as the purchase of any other item. Consumer protection, so claim the supporters of the student-as-consumer, constitutes the right of the purchaser of higher education to certain guarantees just as the purchase of any item in the marketplace enjoys certain guarantees.

Obviously, the higher education marketplace is much more complex than most other marketplaces. The decision to attend a certain college is, or ideally should be, a commitment rather than simply a purchase. Tradition plays a major role in who goes where to college; the proximity of a college is important, especially for first-generation college students and for adults; the types of programs offered are a major factor

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in college attendance, especially for career-oriented consumers of higher education. Yet enough similarities exist between the higher education marketplace and the general scene to cause individuals, the national and state governments, and some scholars to use such terms as "comparative shopping," "false advertising," "marketing," "measurable outcomes," and other market-oriented terms to describe the college experience. The ultimate goal of the defenders of the student consumer movement is to make fair practices a part of the academic marketplace and thus help assure that students get the education and support services for which they have contracted.

The Transfer Student and the Student Consumer Movement

While the student consumer movement has had some impact nationally, especially in regard to stronger regulations governing proprietary schools and the passage of legislation related to financial aid, the impact has been almost negligible in addressing the problems faced by students transferring from two-year to four-year institutions. Indeed, the failure to assure that guidance and fair treatment are provided for these transfer students is a missing link of the movement.

No segment of articulation is more in need of revitalization; the solution proposed here is to view the community college transfer student as a *new* consumer of services at the receiving institution. The student moving from the community college has had no champion at either the state or national level. State compacts that guarantee the transfer of credits often fail to acknowledge that students moving from a community college to a four-year institution are, as David Riesman (1981) puts it, freshmen twice. The irony and tragedy of the situation is that rarely does the student, the receiving institution, or the community college acknowledge the "freshman" status of transfer students.

This chapter places the student consumer movement in perspective, examines some of the problems faced by community college transfer students, offers observations regarding the transfer process, and makes recommendations regarding practices that could make the transfer process less painful and more equitable. Also reviewed are activities relating to transfer undertaken by those institutions that participated in Project CHOICE, a project sponsored by the Fund for the Improvement of Postsecondary Education (FIPSE) and designed to help students make better choices in selecting a college.

Gaining Perspective on the Student-as-Consumer Issue

During the 1970s the concerns of the student as the consumer of educational services reached such a fever pitch that one student sued a

university for its failure to deliver on its promise of giving students wisdom, truth, character, and similar virtues and similar qualities. Even *Playboy* ran an article suggesting the students sue the bastards—that is, those institutions that failed to deliver on their promises. Less sensationally but more realistically, students and the courts began to view the college catalogue and other publications as contracts, causing many colleges to purge their catalogue of nonexistent courses and curricula.

On the other side of the coin, many educators rejected and resented the implications that education was just another product to be bought and sold. Education cannot be measured as one measures pounds and ounces, nor can it be packaged and taken home as is the case with most products. So goes the argument against the consumer analogy. Moreover, argue the critics, most colleges and universities are ethical entities devoted to providing students with the best education possible, thus the "let the buyer beware" adage has no place in higher education.

Yet the decision to go to college represents a major economic investment for the individual and for society; both should get what they pay for. Investment implies a return. In discussing the student-as-consumer idea, one writer points out that "students' rights to full disclosure of information pertinent to their enrollment and program completion and rights to adequate channels of redress if problems arise are fundamental principles of fair business practice that receive new emphasis by the consumer analogy" (El-Khawas, 1977, p. 170).

In a book entitled *The Many Faces of Educational Consumerism,* Joan S. Stark and others (1977) brought together many of the arguments related to the student-as-consumer issue. Stark and a dozen other authors surveyed a broad spectrum of student consumer issues, ranging from legal ones to state and federal roles in protecting students. The book, published in 1977, came at a time when the educational consumer issue was at its peak.

Both predating the Stark book and continuing today is the work of Elaine El-Khawas. Writing from the perspective of the American Council of Education (ACE), El-Khawas advocates that institutions engage in self-regulation and thus lessen the need for governmental interference. El-Khawas's *New Expectations for Fair Practice,* published by ACE in 1976, provides an excellent guide for institutions wishing to develop policies with the student consumer in mind. El-Khawas, who moved from the Office of Academic Affairs to head ACE's Office on Self-Regulation Initiatives, has continued to argue for fair practice toward students and voluntary self-regulation as solutions to problems affecting the student consumer (ACE, 1981). Indeed, in 1979, El-Khawas and ACE issued a proposed code of institutional conduct regarding matters affecting the fair treatment of students.

In this day of decreasing governmental protection of consumers

of all types, is the student-as-consumer movement dead on campus? One can concede that the federal role will not likely be as great as in the past; however, the student-as-consumer may take new turns. David Riesman (1981) argues that the day of faculty hegemony in higher education has been replaced by student hegemony. In the foreword to the Riesman book, Clark Kerr notes that "this shift from academic merit to student consumerism is one of the two greatest reversals of direction in all the history of American higher education" (p. xi). Riesman sees the student consumer as gaining more power and influence as enrollments taper off and as more and more institutions become de facto open admissions colleges. In commenting on the rise of student hegemony, Riesman notes that:

> In most institutions, whose applicant pools were not large enough to permit a high degree of selectivity, that student insistance on freedom—the student as customer—gained overwhelming political strength... Faculty members depended for personal and departmental survival on their attractiveness to students, whose relative market power increased as their numbers declined in classrooms and dormitories [p. 9].

Riesman is predicting that more and more students-as-consumers will use the competition of the open marketplace to force institutions of higher education to meet their needs.

While the student consumer movement has probably peaked, it still receives some notice in the literature on higher education. George Bonham (1981) discusses the issue of quality:

> For the public institutions, the drive toward protecting educational quality is particularly confounded by their basic source of income, still predominantly based on annual headcounts of students. *Thus the hunt for warm bodies, both here and from abroad, an occasional falsifying of records, and catalogue offerings of questionable redeeming value, make up the less cheering news that it is hard to attend to quality issues while other measurements are enforced by public agencies* [p. 10, italics added].

Bonham's comments, Riesman's thesis, and ACE's stance all suggest that institutions of higher education must continue and, in many cases, must increase their sensitivity to students as consumers of educational services. Indeed, student consumer issues must be of concern to those institutions that want to provide the best educational experience possible for all students, including those transferring from community colleges.

FIPSE and the Student-as-Consumer

One result of increased awareness of the student consumer movement has been increased interest on the part of postsecondary institutions in improving their information-giving practices for prospective students. A demonstration of this interest was funding by the Fund of the Improvement of Postsecondary Education of the National Task Force on Better Information for Student Choice. From 1975 to 1977, eleven demonstration institutions (three of which were community colleges) and four resource agencies participated in this project aimed at identifying new models for providing better information to prospective students.

In 1977, FIPSE funded an extension and continuation of the National Task Force. The new three-year project was called the Center for Helping Organizations Improve Choice in Education (Project CHOICE). The major goals of CHOICE were to encourage and facilitate institutional efforts to provide more complete and accurate information to prospective students and in turn to use the information garnered from the project to assist other colleges (*Final Report of Project CHOICE*, 1980).

Nineteen institutions participated in Project CHOICE. Of the nineteen institutions, eleven were four-year colleges or universities and eight were community colleges. Of the eleven, two undertook information projects in which different treatment for transfer students would not have been appropriate. Additionally, the particular nature of another institution (it was essentially a continuing-education unit) led the authors to conclude that its responses were not relevant to the current discussion. Thus, there were eight four-year institutions that undertook information projects in which different treatment for transfer students would have been appropriate. The criteria used to select institutions who became participants were a general willingness to produce better information for prospective students, evidence of interest in undertaking a successful on-campus information project, and generally, a willingness to cooperate with other institutions, to assist and participate in research efforts, and to share information and experience.

Two basic questions were addressed to the four-year college representatives. The first was whether transfer students had been considered differently when the institution developed its new "CHOICE" information. The second question was an open-ended invitation to describe special efforts or activities the institution offered to assist transfer students.

The authors found that seven of the eight four-year institutions gave no special consideration to transfer students in the information they produced. It appeared that when institutions were thinking about

prospective students, they were thinking almost exclusively of freshmen and not transfer students. Thus the information designed by the seven institutions to improve student information through CHOICE ignored the transfer student.

One of the questions raised by this apparent practice—a question to be considered when viewing the student as educational consumer—is whether transfer students have information needs different from entering freshmen. The answer is clearly yes.

First is the question of transfer of credit. This appears to be the area of primary concern and is the one that has received the most attention and enjoyed the most success.

Another area of difference is that of social adjustment. While transfer students may be similar to entering freshmen in terms of some criteria (such as first time away from home), they are different in that they are older than traditional freshmen and have had more experience in academic matters. Transfer students are not unsophisticated about the academic world, and thus they may feel a false sense of security about their ability to function at the receiving institution. While they may feel prepared intellectually to cope with upper-division course work, transfer students may generalize their intellectual development to the broader area of social development. The receiving institution, which values intellectual development most highly, may help to foster this false sense of security by emphasizing transfer credits as the primary factor in the transfer process.

Other areas of need faced by community college transfers because of different treatment by four-year colleges are financial aid and housing. Transfer students are often treated differently from entering freshmen in terms of priorities for housing and financial aid, where there is a special need to transmit information on deadlines. A recent study by the Ford Foundation's Commission on the Higher Education of Minorities (1982) makes a number of recommendations regarding community college transfer students and specifically speaks to the need to view the community college transfer as a special student when allocating financial aid.

Observations

It is to the advantage of the student, the receiving institution, and the two-year college to see that everything possible is done to ensure the success of the transfer student. Based on the experiences of the authors and on interviews with the CHOICE institutions, the following observations about the articulation process are offered.

1. Emphasis in the transfer process appears to be largely on the transfer of credits, rather than on the transfer of individuals. Two-year

and four-year institutions emphasize this aspect of transfer to the near exclusion of other considerations. While the transfer of credits is of great importance, it should be only one aspect of the process. Individuals who vary significantly in terms of intellectual, social, physical, and moral development may be transferring the same number and kinds of credits to the same receiving institution. Yet one student may be very mature emotionally and ready to handle the atmosphere of the receiving institution and thus require a minimum of special attention; another may be immature and in need of a great deal of special attention.

2. Transfer students are rarely provided with the detailed kind of information they need to allow them to make a smooth transition to the receiving institution. In many cases, they have more need than entering freshmen for good consumer information, since institutional policies on advising, financial aid, and housing often favor freshmen.

3. Transfers have to face many of the same adjustment problems as freshmen. Receiving institutions consider transfers from community colleges as juniors and thus expect them to act in much the same manner as "native" third-year students. Moreover, transfer students want to be treated as upperclassmen and thus may assume that they know, or feel they are supposed to know, how to function effectively in the new environment. Neither the institution nor the student is completely correct. Transfers need assistance with the adjustment process—a process that is more complex than merely adjusting to a different academic environment.

4. Community colleges may pamper their students too much, consequently ill-preparing their transfers to deal with a less caring environment at the receiving institution. This observation grants some element of truth to the claims that overprotective and nonprotective environments exist in the two-year and four-year colleges respectively.

5. The student consumer movement on college campuses is not particularly strong as it relates to the transfer. Many institutions of higher education have fallen into the trap of responding to external pressures (federal and state regulations, for example) and meeting external requirements, rather than acting in the best interests of students. Postsecondary institutions need to take the initiative to provide fair and accurate information to prospective and current students rather than simply responding to external pressures. There are those who predict that the student consumer movement may be slowing considerably, especially with a new political climate nationally (Casteen, 1981). The challenge to postsecondary institutions is whether they will continue efforts to provide student consumer information, even though federal mandates are declining. In the case of transfer students, there is certainly much more to be accomplished.

Recommendations

Many problems related to the transfer process remain unsolved simply because they have not received attention. The recommendations that follow are not presented as definitive solutions to articulation problems, but rather as possible ways of approaching some of the problems discussed.

Information. Presenting transfer students and prospective transfers with useful, readable, timely, and accurate information should be a goal for all postsecondary institutions, regardless of the presence or absence of external pressures to provide such information. Both the community and four-year college should share this responsibility. Community colleges should help prospective transfer students understand their rights as consumers and thus raise their awareness regarding the kind of information they should expect from the receiving institutions. The four-year college should provide prospective students with the consumer information they need, both to assist them with the decision of selecting a transfer institution and to provide the initial information that will ease the adjustment process.

Transfer of Credits. This is a consumer-related issue and should be treated as such. Community colleges should maintain records of which courses have transferred to which institutions and should make that information available to students planning to transfer. They must delve into the unique requirements of the various schools and colleges within the receiving universities and not be satisfied with presenting only general requirements.

Growth in the area of experiential education (cooperative education and credit by examination are examples) adds a complicating factor to the articulation process. Certain four-year colleges and universities will not accept such credit, or only certain kinds or certain numbers of such credits. While not disputing, and in fact endorsing, the value of experiential learning, the authors want to raise a caution flag about the special institutional obligations that the awarding of such credit carries with regard to the credit transfer process. The receiving institution should inform the transfer student about what courses are accepted and what lower-division course work remains to be completed, if any.

Transfer of Persons. Community colleges and four-year colleges should give greater emphasis to the transfer of persons. There is little doubt that the transfer of credits is important — and recommendations in that regard have been presented — but transfer students have to adjust to the new environment, and improving their chances for success should be the paramount consideration.

Programs for potential transfers that use students who have transferred previously as panelists would be one way to raise the transfer's awareness of what to expect. Another way would be for community college personnel to educate transfer students on how to use the services that are available at the receiving institution, such as academic advising, resident advisors, financial aid, and the ombudsman.

The receiving institution, however, has the primary responsibility for helping with individual adjustment. To assume that transfer students are just like "native" students is to shirk this responsibility. Orientation programs for transfers are a beginning, but they should be viewed as only a beginning. A system of matching a new transfer student with one who has successfully transferred is one approach to helping with the adjustment process. For a discussion of how one university is working to ease the shock of transfer, see Joy E. Mazlo's article (1982).

Summary

The foregoing has included a rationale and framework for viewing community college transfers as special students—special in the sense that they have needs that are different from the "native" student at the four-year institution and different from the community college student who does not transfer. Information obtained from those institutions participating in CHOICE and from the authors' own observations implies that community college transfers do not receive the attention they need, especially in nonacademic areas such as social adjustment, housing, financial aid, and in other essential areas not covered in the much publicized transfer "compacts." Too much emphasis is placed in the transfer of credits, too much is taken for granted about transfer students, and too little is done by both the community college and the four-year institution to assure that the transfer process deals with the special needs of individuals.

The question is asked thousands of times daily, "Will this course transfer?" Rarely is the more basic and more human question asked, "Will this individual transfer?" As students become a more valuable commodity in the academic marketplace, the absence may serve as an invitation to students to demand more services and to ignore those institutions that fail to provide them.

The failure of institutions of higher education to meet the needs of students transferring from community colleges mocks the open access concept and results in the neglect of an important segment of the student body. Community college transfers, like most other college-age students, are being recruited as never before. The consumer analogy, when

applied to these students, can serve as the focal point for bringing about needed improvements in the transfer process and thus provide a missing link in the student consumer movement.

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The chief instructional officer must assume a prominent role in articulation related activities.

Articulation and the Chief Instructional Officer

Jack E. Smith

The administrator responsible to the community college president for the program in curriculum and instruction has become a less active participant in the articulation process in recent years. Usually titled "dean of instruction" or "vice-president for academic affairs," this person is the chief instructional officer (CIO) for his or her college. However designated, this person is no longer commonly named the *articulation* officer.

Historical Notes

During the 1950s and 1960s, instructional deans were more heavily involved in articulation because of the less favorable transfer climate of those times. In California, for example, community colleges submitted each new course for transfer approval to the University of California and to as many as four or five of the nearer institutions of the California State University and College (CSUC) system. A community college frequently developed courses to parallel those in the unique lower-division general education pattern of each of the CSUC institutions with which it formally articulated. Similar practices were followed for other four-year institutions. Curriculum growth was rapid, many new courses were submitted, and, not surprisingly, there were many

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questions and challenges. Since the content, purpose, or objectives of the course were often at issue, the instructional administrator commonly served both as liaison and as advocate.

The articulation scene of the seventies was significantly different. Even though student enrollments continued to increase at a rapid rate, the number of new courses developed proceeded at a more moderate pace, except at the newer institutions. More importantly, there was a more liberal acceptance of new courses and programs and a general simplification of the mechanisms of articulation.

During this period also, the responsibilities of the CIO expanded. Those duties that pertain to employee contract enforcement and college fiscal affairs became particularly time-consuming.

The Instructional Role

What, then, is the proper role for the CIO? Are there certain minimal and continuing responsibilities regardless of the circumstances of the times? In describing the distribution of articulation assignments, Kintzer (1973) states, "While centered on the student service division of an institution, administration of an articulation program involves other offices, including instruction and institutional relations" (p. 2).

The instructional office does indeed need to be involved and should, in fact, perform certain important and specific duties. The administrator who heads the instructional program must assume major responsibility for curricular articulation. The approval of four-year institutions for courses, credits, and grading policies must be obtained. This administrator should also be involved in the development of curriculum articulation agreements and should join with the office of student services in the implementation and monitoring of these agreements. Since it is usually acknowledged that the curriculum "belongs" to the faculty, it follows that "dean of the faculty" enjoys certain unique opportunities. His or her office works with the instructor who develops new courses and can, therefore, initiate needed dialogue between the developer and those persons in the same or related discipline areas on his or her own campus, at other community colleges, and at four-year institutions. Although other divisions of the college participate in the necessary interchange of information, it is the instructional office alone that can utilize the articulation process as a dynamic element of college curriculum development.

Articulation in the Eighties

Will there be a significant change in the distribution of articulation duties at the campus level in the next four years? Kintzer's description of duty assignments refers to the current pattern of organization of most

college-level administrations. This has been a stable and effective structure and promises to remain so. It would, therefore, appear that campus administrators, including the CIO, will probably continue to play the same general role. Yet the future of viable community college transfer programs seems threatened by the sharp decline in enrollments of baccalaureate-oriented students. Indeed, the ominous prospects for transfer education at the community college have been widely discussed.

Unfortunately, this decline is continuing. Not only are the numbers of high school graduates continuing to fall, but competition from four-year institutions is intensifying. These colleges are showing an increased interest in occupational areas once regarded as the exclusive province of community colleges. Recruitment of disadvantaged and ethnic minority students has also increased noticeably.

Community colleges, then, must now direct attention toward the generally weaker upper-division performance of their students who transfer. They can no longer make the proud claim that their graduates compete favorably with four-year "native" students in upper-division work. Even more disturbing, the better prepared transfer student now appears to regard enrolling at a community college as a less attractive route to the baccalaureate than direct entry into a four-year institution.

Facilitating the Approval of Courses

The limitations and possibilities of the role of the CIO have a bearing on the future of articulation and transfer. The instructional dean, for instance, probably cannot play effectively the role of primary change agent. When an instructor is asked to make a major change, he or she is thereby asked to risk failure, and the dean, as an important evaluator of faculty effectiveness, is placed in a difficult position. On the other hand, when the dean's personal participation would inhibit the change process, he or she can often delegate authority and still exert the desired level of influence. The following subsections describe some of the ways in which a CIO *can* facilitate articulation.

Standard Procedures. Most offices of instruction can clarify the purpose and scope of both new and existing courses by more meticulously following their own procedures. The following examples show the kinds of operations in which improvements can be made.

Course Outlines. The course outline is the principal document of authority and reference for a college course. Most colleges have developed their own outline format that typically includes the course description, content, objectives, and so on. A well-conceived form will not only elicit needed information but will also require that the course developer thoroughly examine his or her intent and purpose.

Course Description. The catalogue course description should be

drafted carefully to show course content, scope, and objectives. Most transfer credit decisions by four-year institutions are based upon and limited to an analysis of the course description. Some colleges have allowed deviations from the format guidelines in an attempt to make courses more attractive to students, but this has resulted in a loss of clarity and completeness.

Prerequisites. The prerequisite establishes the sequence and the level of instructional rigor of a course with a specificity that is usually not possible in the description alone. The significance of an omitted prerequisite should be stressed to the course developer as this could be the determining factor in an evaluation for transfer credit, particularly for lower-division courses in a major.

Course Classification. There should be a forthright and consistent means of identification to classify the course as remedial, transfer, or occupational, and whether or not the course is open to students who have received credit for other specified courses. If a consistent format has not been followed, the entire course description section will not only read unevenly but may also be confusing to persons not familiar with the college curriculum—and, unfortunately, this includes most students. The obvious remedy is an ongoing systematic review of all listings with each new edition of the catalogue.

Catalogue Management. This name is given for lack of a better one to the task of assuring that the catalogue adequately and accurately represents the policies and practices that pertain to the instructional program and to the student. The system of grading and the regulations for granting credit to students who have taken examinations under the College Level Examination Program are examples. Other offices, principally that of the dean of student services, will be asked to contribute material for their sections of the catalogue, but the overall responsibility must be taken by the editor, usually an instructional officer.

Occupational Courses. Securing transfer credit for occupational courses continues to be one of the most difficult areas in community college articulation. It is also the area in which academic deans are often accused of being least interested and least effective.

A general rule seems to apply: It is easier to obtain transfer credit in those occupations that require at least some college work as an entry-level requirement. Both two-year and four-year colleges offer courses in such fields as engineering technology, criminal justice, computer systems, and the applied arts, and many associate degree programs have been designed to provide for direct transfer to these specific fields (Rinehart, 1973).

A common characteristic of the most successful community college occupational programs is a high percentage of transfer courses (Brooks, 1972). It is also well documented that a high percentage of stu-

dents in nominally terminal occupational programs cite the baccalaureate degree as their ultimate objective (Cross and others, 1974; Workman, 1974; Wynne, 1968).

Nontraditional Courses. Special precautions are in order when a community college develops a course that has no counterpart by description or objectives with courses at the four-year institution from which transfer credit is to be requested. Transfer difficulties will be minimized when the senior institution is involved in the same kind of experimentation as the community college. Influential personnel in the discipline area at the four-year college should be apprised of objectives and developmental activities and be encouraged to make suggestions. The office of instruction can be useful in advising the course developer as to strategy and can help to arrange the necessary contacts.

Especially well known is the opportunity to gain credit by examination through the College Level Examination Program, which has, in general, been a more viable means for students to obtain credit than by challenging specific courses by examination. A far more controversial process is the granting of college credit for life experience. The Educational Testing Service and more than 160 institutions jointly developed a program a few years ago called the Cooperative Assessment of Experiential Learning, which attempts to assess the academic equivalency of learning acquired through experience. Another notable nontraditional technique for assigning credit has been the Program on Noncollegiate-Sponsored Instruction of the American Council on Education. This program has recommended credit for courses offered by well over 100 noncollegiate organizations in business, labor unions, professional organizations, and government.

Proposals for awarding credit for nontraditional learning may find rough going when classroom enrollments are falling and concerns for tighter academic standards are escalating. On the other hand, such proposals may receive careful consideration because publicizing the availability of such credit stimulates the attendance of students who would not otherwise enroll. Should a community college decide to encourage students to seek credit by any of these means, the active participation of the office of instruction will be required.

The Administration of Articulation

It was suggested that there would be little change in college-level roles in articulation in the eighties and that such change would probably be limited to different levels of activities within existing roles. In California, at least, these roles are not uniformly identified with particular articulation responsibilities and vary considerably between institutions. The California *Director of Articulation Personnel* (Aikman, printed annu-

ally) no longer lists the college "articulation officer" unless the college has submitted this title, and very few have done so. Instead, the individual's articulation capacity is now listed either as "course articulation officer" or as the person in charge of "host visits." Those persons listed as "course articulation officer" have more than a dozen different titles and include both administrative and nonadministrative personnel.

What difference does it make? Does a college need to designate one individual as responsible for college articulation? If so, to which titled position or to which administrative office should the assignment be made? The single answer to these questions seems to be that the position or office makes little difference as long as one person has overall responsibility for the entire function. One dean of instruction recently observed that articulation is the responsibility of the entire faculty (Berejikian, 1978). The obvious weakness of this viewpoint is that no one can be held accountable for a responsibility that belongs to everyone. Again, overall responsibility for the performance of specific tasks and for needed communication within the college must be fixed (Smith, 1978).

Three areas in which the CIO can play an important role in articulation management are considered below. It is not necessary that this person be the designated articulation officer to take the suggested articulation-related initiatives.

Articulation Within the College. Articulation is a process in which the specific tasks are divided between two administrative offices that have not been distinguished by a high level of interoffice communication and cooperation. It is common for neither the CIO nor the chief student services officer to devote much personal attention to articulation. Fortunately, many colleges have one or two individuals, usually counselors, who do an admirable and occasionally dangerous job of communicating across organizational lines.

The office of instruction should strive to maintain open channels of communication with appropriate counseling and admissions personnel. This effort should be affirmative, sincere, and cordial. These persons should be included in instructional activities about which they need to be informed and to which they can contribute. They should be invited to meetings of the college curriculum committee and to occupational advisory meetings. Counseling should also be represented in special curriculum planning efforts, such as the development of a new general education pattern.

A strong working relationship should be formed with the counselor assigned to articulation. Most counselors are in the best possible position to learn how well existing articulation agreements are meeting the most crucial test: Are transfer students receiving the kinds and amounts of credit for their community college work that is stipulated in the agreement? This counselor often receives advance information concerning proposed changes in the requirements of four-year colleges and can also

serve as an invaluable consultant to the editor of the college catalogue and schedule.

Articulation Downward. Community colleges have tended to think of articulation as a vertical process that is directed only upward toward baccalaureate institutions. Articulation with high schools has usually received the attention of only the counseling staff. Relations with postsecondary occupational schools have been virtually nonexistent.

Community college articulation with the high school should receive more active participation from the faculty and the office of instruction. The purpose is not only to encourage the high school student to attend college but also to enable the college staff to become more familiar with the high school curriculum. In occupational areas, in particular, there should be more stress on developing common instructional goals and upon standardization of skill competencies.

Faculty from the physical education, theater arts, and music programs can provide models, since they have already nurtured good relations with the high school faculty to attract talented youngsters to performing groups. The office of instruction in cooperation with the office of student services can encourage other academic and occupational instructors to join the counseling staff in school visits and in the advising of new students.

Should the community college wish to promote articulation with occupational programs at public and proprietary postsecondary schools, it is essential that the office of instruction take the leadership role. Impressive work has been done to determine the appropriate credit for occupational courses. In automotive technology and certain other technical subjects, for example, a checklist of performance objectives has been compiled so as to provide a standard against which the specific competencies of incoming students can be assessed (Dillenbeck, 1980). Advance standing or credit can be given as is appropriate. Since student achievement is measured against known standards, the college avoids the difficulty and sensitivity of directly "accrediting" the curriculum of the noncollegiate institution. A major side benefit to the college is that this process requires the occupational department to conduct a vitalizing review of the content and objectives of each program that is to be articulated.

Articulation and Leadership. Much of the emphasis on articulation will probably shift from facilitating the movement of students to a critical examination of curricular objectives and institutional standards. The CIO is in a better position than any other administrator to encourage the faculty to contribute.

There are also important extrainstitutional leadership activities open to the CIO apart from supporting the efforts of others. It is advantageous to be known personally to the chief academic officer of those four year colleges to which large numbers of students transfer. The of-

fice of instruction should be represented at all meetings at which curriculum articulation is to be discussed.

Faculty Withdrawal. A large number of faculty in community colleges, as elsewhere in higher education, have lost enthusiasm for their day-to-day work and have turned to outside interests as outlets for their creative energies. The challenge to instructional leaders is to develop meaningful secondary career interests for these instructors and thus reinvolve them in ongoing institutional projects beyond the classroom.

Why is articulation singled out as the vehicle to promote staff vitality? One reason is that articulation is related to an area of particular appeal to mid-career and senior faculty. The faculty has always embraced the traditional (transfer) curriculum with special favor. Another reason is that the transfer program is known to be in trouble. The need for help is genuine, and the faculty will be less inclined to suspect that they are being enticed into academic "busy work."

Specific tasks in which to involve the faculty have already been mentioned. These include visits to other institutions, development of articulation agreements with nonaccredited occupational schools, and participation in guidance and orientation activities with the counseling staff.

Department Leadership. The problems and opportunities that derive from the transfer dilemma require improved departmental leadership. Effectively representing the department and its disciplines to four-year institutions, for example, requires work that is a cut above the usual daily housekeeping and paper-handling chores. The same may be said for leading a review of departmental standards in transfer courses or negotiating an articulation agreement with a postsecondary occupational school.

Interoffice Isolation. As previously mentioned, there is a well-known lack of active cooperation between most offices of instruction and student services. This void is not restricted to articulation-related activities; it is common even when interpersonal relationships are satisfactory, and it appears to be the result of a certain mutual disinterest rather than of dissension or conflict.

Why does this occur? A 1976 League for Innovation conference sought answers to this question by examining the predominantly negative stereotypes that are associated with different campus administrative officers. Most of these were traced to misconceptions on the part of office personnel with respect to the true objectives and concerns of other offices. Interoffice communication was found to be proceduralized and impersonal with little dialogue at the dean level on common operational matters. Successful joint participation in articulation may also lead to improved cooperation in other areas. The CIO and the chief student services officer, working together, should provide both the leadership and the example for others.

Summary

The chief instructional officer must again assume a prominent role in articulation-related activities as community colleges seek to preserve student enrollments in the transfer program. The CIO should pay increased attention to such regular operational tasks as ensuring that the college catalogue includes clear and accurate descriptions of course content and objectives. The CIO and the chief student services officer should work together to improve the level of cooperation and communication among campus personnel with articulation responsibilities. Instructional and student services staff members should join in the promotion and support of a more active mode of interinstitutional relationships, which will include secondary schools and will extend to occupational as well as academic progress. The CIO is in a better position than any other administrator to encourage the faculty participation that is essential to this new environment.

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Uncertain economic conditions and fluctuations in student enrollments create a need and opportunity for greater communication and cooperation between community colleges and proprietary institutions.

Community College and Proprietary School Relationships Within the Educational Marketplace

John H. Peterson

The educational marketplace in the United States is going through drastic changes at all levels. The era of specialization brought about by the individual needs and differences of students and by the skills or competencies needed in the world of work has educational planners in a continual cycle of assessing, developing, implementing, and evaluating education and training programs of all types. The results of their efforts have caused much consternation on the part of the public in general and of educators specifically. The advances in educational technology and the needs of the marketplace have created great opportunities and challenges. So rapidly have these changes taken place, that the existing public school systems, serving 90 percent of the school-age population, find themselves in a continual state of flux trying to keep pace with this need for change while possessing the built-in constraints brought on by inflexibility, lack of funds, and legal barriers.

The conservative mood in Washington—witnessed by such indicators as control and the continual threat of an educational voucher or

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tax credit system – demands that a new look be given to the relationship between the public and private sectors in a most competitive educational marketplace. For the purpose of this chapter, only the postsecondary sector will be considered. The marketplace will be confined to the competition generated between the public community colleges and the proprietary schools for student enrollments.

The public's mood, justified or not, is one of disenchantment with public education. That fact has been confirmed time and again at the ballot box as well as by the rapid increase in private education enrollment across the country. Even though this is manifested primarily at the grade school level, the steady climb in public postsecondary student fees and tuition costs causes alarm among public educators as the proprietary schools develop expanded programs that are competitive in cost, quality, and variety. At one time, the "freeness" of public education was the best sales-pitch going. However, new student fees and tuition charges plus the advent of public support for private postsecondary education via federal or state student grants, loans, scholarships, the GI bill and the Comprehensive Employment and Training Act (CETA) provide new alternatives for the student consumer in the educational marketplace.

As early as the mid 1970s, Menacker (1975) expressed concern about the inconsistent process of articulation and transferability of credits from one level or type of institution to another. Since that date, inconsistency in this process has grown and caused continual conflicts between institutions resulting in hardships for many students.

Supply and Demand

The 1979 publication by the Western Interstate Commission for Higher Education (WICHE) states the following regarding population trends:

> It is well known among those involved in higher education that the traditional college-age population (eighteen to twenty-one) in the United States will decrease greatly in the next fifteen years. The number of eighteen-year-olds is estimated to peak in 1979 and is projected to decrease 18 percent by 1986. After a brief upturn, the number is projected to decline further, so that in 1991 it will be some 26 percent below the 1979 peak. Because of these projections, "declining enrollment" is one of the terms most frequently heard in discussions about the future of higher education [p.1].

These projections, coupled with the significant changes in the needed skills being specified by the workforce employers, call for reconsideration of current educational and training programs being offered in

our public and proprietary schools. Both workforce skills and manpower needs vary from region to region across the United States as controlled by a variety of economic factors. Job market supply-and-demand statistics have been slow in materializing nationally. The implementation of the National Occupational Information System (NOIS) has proved to be ineffective in generating timely data for public and proprietary school planners. This has caused reactive or "knee-jerk" responses to meet needs rather than an orderly and systematic approach.

It should be noted that local job market surveys have been most successful in identifying short-range employment needs. The proprietary school sector has been most flexible in the development of educational and training programs to meet these immediate needs. The constraints of budgets, legal barriers, and bureaucratic red tape slow down the public sector's ability to respond.

The flexibility of the proprietary school sector is aptly illustrated through the statistics collected by the National Center for Education Statistics. The data compare student enrollments in proprietary noncollegiate courses from 1974 to 1978. Overall enrollments between 1976 and 1978 show a 19.1 percent increase and at the same time a dramatic 36.4 percent increase for trade and industry type schools (Kay, 1980). The apparent reason for these increases is the direct response of such schools to meet the job market needs. During the same period, public vocational, technical, or occupational programs remained generally static; enrollment limitations were imposed by state legislatures, lean budgets, and lack of facilities.

The need to analyze and understand the supply-and-demand factor in the work force is vital if the educational marketplace is to be healthy and responsive. National needs and trends are often slow to be identified while local needs are often too short-range and narrow in scope. Effective means must be developed and implemented to provide both public and proprietary postsecondary institutions with reliable indicators of work-force supply and demand.

In California, a framework for providing such indicators was developed but was aborted after a short-lived implementation period. Legislative provisions, enacted in 1975 for implementation in 1976, established the Regional Adult and Vocational Education Councils (RAVECS). These councils were designed to reorganize and strengthen the previously existing coordinating councils for adult continuing education and the area vocational planning committees. Using community college boundaries as the basic geographic basis, the legislature established seventy-one such RAVECS, which operated with minimal funding for two years. The council membership included representation from community college districts, unified and secondary school districts, county offices of education, CETA, and private postsecondary

educational institutions. In addition to developing a format for strong communications among providers of education and training, the RAVECS had a built-in structure to assist in identifying unnecessary duplication of offerings within a specific geographic area. The RAVECS created an arena for discussing issues of common concern.

Due to unclear legislative intent, many controversies occurred relating to council membership, lack of funding, and lack of clear state direction. Subsequent funding limitations at the state level eliminated resources for RAVECS, yet the statutes that require local educational agency participation in RAVECS and the RAVEC mandates still exist. Current RAVEC operation is minimal, thus curtailing a centralized local source of supply-and-demand information for the educational provider and consumer.

The dismantling of these regional councils also fractures a vital communications link between the public and proprietary institutions in regard to the acceptance and transfer of credits. The opportunity to disclose and share basic program information or placement data acted as a catharsis, stimulating self-evaluation and often resulting in upgrading or improving course offerings.

Variables and Fluctuations

The budgetary and flexibility constraints on public community colleges and on two-year vocational and technical institutions generates new dimensions to be considered as the variables of supply and demand fluctuate in an inconsistent pattern. The uncertainty of enrollment projections coupled with job market shifts and unemployment bulges create the need for continual monitoring, updating, and assessment of course offerings. Rather than flood the marketplace with ill-prepared job candidates or seekers for nonexistent jobs, reliable measures of employment prospects must be developed.

An area already caught up in this dilemma is the computer and data processing industry. Many vocational schools—public and proprietary—have jumped into the work-force education and training cycle with little or no adequate planning to meet long- and short-range needs. The rapid evolution of hardware, increasing technical sophistication, varying computer languages, and equipment generation gaps lead to much wasted time and effort on the part of eager students. The needs of employers vary continually. The hardware companies find themselves in an unending retraining cycle both for their own personnel and for users. Educational and training establishments are often the last to know that their curriculum, courses of study, and equipment are outmoded. Students find themselves caught in the middle of the proverbial blindmen-and-elephant syndrome, unable to discern whether they are being prepared to meet the market needs.

Wellford Wilms (1980) alludes to this continuing problem; one of the recommendations of his study is that "all students, whether in public or proprietary schools, are entitled to reliable, verifiable information on the outcomes of individual vocational programs before enrolling" (p. 136).

In the winter of 1982, the national unemployment rate exceeded 8 percent and was rising. An economic slump and high unemployment often result in increases in postsecondary school enrollment as many individuals seek retraining due to lay-offs or lack of employment.

The elimination of the draft and the establishment of the all-volunteer military service does not help the unemployment situation. Many high school graduates who are normally not destined for postsecondary education seek employment without basic job skills; this, in itself, is a near impossibility. They are hired at minimum wage without much potential for upward mobility. Sadly enough, even a certificate or diploma from a valid training establishment will not guarantee job placement as the job market fluctuates and the supply is greater than the demand.

During severe times of recession or depression, the overall problems faced by the economy as a whole are magnified in the employment area. This, in turn, takes its toll on the demand for the entry-level workers being produced by the typical proprietary or community colleges.

The Communication, Competition, Cooperation Cycle

An overall goal of maintaining a healthy educational marketplace depends greatly on strengthening relationships between the community colleges and the proprietary schools as they work together to balance the supply-and-demand equation. The concepts of communication, competition, and cooperation must be addressed at the local level if these relationships are to be strengthened successfully.

Rather than use the dynamics of competition to bring about improvement, these postsecondary institutions allow communication and cooperation to stagnate or deteriorate. As a result, doors close that could yield more opportunities for the educational consumer through articulation and transfer agreements. To avoid this, we must take steps to raise the awareness levels of both the public and proprietary school decision makers specifically and the public generally. Successful attempts at such "consciousness raising" have involved a dialogue between a public community college and a proprietary school in which they make each other aware of their offerings, objectives, and needs. Then comparisons can be made of student populations, applicant screening processes, courses of study, and placement data. Based on this comparison and review, many proprietary schools have been able to enter into dual-enrollment situations (where community colleges offer general education units and

proprietary schools offer technical-skill preparation courses), to contract for education services (such as court reporting or cosmetology), and/or to choose selective transfer agreements.

An example of a successful contractual agreement is the two-year court-reporting course being offered by a proprietary school, South Coast College of Court Reporting in Garden Grove, California, for the Coastline Community College District. The public community college pays the student's tuition, and, at the end of two years, the student receives an associate in arts degree in court reporting from the college district. The Rosston School of Men's Hair Design, Long Beach, also contracts with Coastline Community College for a complete barber program. In another agreement, the San Bernardino School District (which is public) contracts with the Skadron College of Business (proprietary) for a specialized shorthand course for high school students.

To assist local community colleges in determining the quality of proprietary institutions, virtually all states have oversight laws designed to assess educational programs. In California, for example, there are currently over 2,600 private postsecondary institutions enrolling nearly 500,000 students annually. The overseeing activities include approval criteria and full disclosure requirements that are monitored regularly. About 10 percent of the proprietary schools are accredited by a national or specialized accrediting agency. Review of these institutions, both accredited and nonaccredited, also takes place through other avenues, such as Veterans Administration approval, CETA contracting compliance reviews, and state licensing boards (for barbers, court reporters, or cosmetologists, for example).

Summary

The problems and challenges for the immediate future look unsettling for postsecondary education. The economic conditions and enrollment fluctuations, compounded by the rapid changes in job market needs, call for action. The public and proprietary school leaders should be developing long-range plans to complement and supplement each other's efforts through communication and cooperation. The public good can be served within a healthy, competitive educational marketplace as the educational consumer is prepared to meet the needs of the job market.

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Highly prescriptive policies, procedures, and standards imposed on baccalaureate institutions by specialized agencies have made it increasingly difficult for community college students to transfer to four-year colleges without loss of credit, time, and money. Most adversely affected are nontraditional urban community college students, especially minorities and women.

Prescriptive Specialized Accreditation: Implications for Urban Community Colleges

Allen T. Bonnell

In January 1977, hearings were conducted to ascertain whether established or aspirant accrediting agencies should be placed on the list of those recognized by the Council on Postsecondary Accreditation (COPA). Among the agencies scheduled for review was the American Assembly of Collegiate Schools of Business (AACSB).

The assembly appeared to present its case to the COPA review panel from a position of strength and prestige. Since its founding in 1916, the assembly had addressed the challenge of improving the quality of collegiate education for business. While the word "accrediting" did not apear in early records of AACSB activities, the institutions of higher education that created the assembly had adopted a statement of standards as a guide in the selection of future members. In 1948, the assembly faced the issue and recognized that it had been serving as an accrediting agency for many years, and, henceforth, this was its major responsibility in name as well as in fact (AACSB, 1978).

Despite the position of prestige established by AACSB, there were rumblings of discontent among baccalaureate and graduate institutions. A major challenge to the AACSB came from a segment of

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higher education that the assembly did not include in its accreditation purview—the community colleges.

At the hearing, community college representatives requested that COPA require the following in order for AACSB to continue to be recognized as the accrediting body for business and administration: (1) that the AACSB's accreditation council remove those curricular prescriptions that, when adhered to by baccalaureate institutions, penalized the community college graduates and inhibited the senior institutions in working out fair and equitable articulation agreements with community colleges, and (2) that the accreditation council be required to advise all member institutions that institutional autonomy and discretion in curricular matters would not be placed in jeopardy if they modified articulation practices with the prior approval of the council. The community college testimony emphasized that true agreements were virtually impossible as long as the AACSB defined the limits within which agreements must take place.

Ten months later, on October 13, 1977, the COPA board extended its recognition of the assembly as the accrediting agency for baccalaureate and master's degree programs in business until January 1, 1983. A written report was requested by September 1, 1979, addressing specific concerns, two of which appeared responsive to the testimony made by the community colleges. The AACSB was asked to review its interpretation of standards with a view to communicating more clearly that flexibility was allowed in individual situations. The assembly was also asked to take steps to encourage articulation between two- and four-year colleges and to communicate more clearly its policy with regard to the transfer of community college credits. The two-year colleges were encouraged by COPA to persist in efforts to work out articulation agreements. The colleges were also encouraged to solicit a meeting with the staff and officers of AACSB and the deans of selected accredited baccalaureate programs to discuss articulation arrangements.

Heartened by what they interpreted as an essentially favorable ruling and encouraged by a specific instruction by the State Commissioner of Higher Education, the Philadelphia area community colleges renewed discussions with Temple University. Tentative understanding was reached on general principles that would govern articulation agreements.

Similarly, the AACSB staff developed a position paper on accreditation standards, but the community colleges continued to be troubled by the tone and content. A joint meeting held in September 1978 provided an opportunity to ascertain whether the principles developed by the Philadelphia area community colleges and Temple University would be acceptable. The AACSB answer was firmly negative. The assembly representatives were adamant in the position that Temple

University could not retain its accreditation unless it observed the prescriptions regarding types and validation of courses for which transfer credit was given. The impasse was transmitted to the United States Office of Education for review.

The final decision of the Office of Education was that the AACSB accreditation council would be approved not for the requested four years, but only for two in accordance with a recommendation of the Interagency Committee. The committee recommended that the AACSB accreditation council give special attention to demonstrating its compliance with the criteria on rights, responsibilities, and interests of its constituents.

Another opportunity for public expression of two-year college concerns regarding AACSB accreditation practices was afforded in February 1980 at hearings conducted in Dallas by the AACSB. Previously, the assembly had not accredited individual curricula in colleges of business. The move to accredit accounting programs threatened to add a new dimension to the problems that students would face in attempting to transfer from two- to four-year colleges.

In another meeting convened by COPA in June 1981, presidents representing community colleges and senior institutions met with AACSB representatives to discuss a variety of concerns. These concerns included an AACSB requirement that each business school dean have management authority over all business administration programs offered anywhere in the institution, the overly rigid interpretation of standards by AACSB evaluation teams, and the validity of specific quantitative standards.

Conclusion

Both the AACSB-accredited four-year colleges and the community colleges seem to be thinking in similar terms with respect to quality in education for business, but in opposite directions with respect to means for achieving quality. Both sectors aspire to serve students. The perceptions of how students are best served differ widely, particularly as to the level at which both general and professional required courses should be taught.

The AACSB, as an accrediting body for higher education for business recognized both by the United States Office of Education and by COPA, would appear to have the advantage. The arbitrary manner in which the assembly has exercised prerogatives has, unfortunately, left the community colleges in high dudgeon. It is unlikely that they will desist in efforts to achieve mutually acceptable articulation arrangements with senior institutions. While the AACSB standards commitee professes to encourage such agreements, the boundaries within which they can be drawn are unilaterally defined in a highly prescriptive manner.

Fiscally and philosophically, it is imperative that the current impasse be resolved if the interests of students are to be protected. It would be indeed unfortunate if legislative or judicial remedies were required to settle a matter that should and could be resolved within the academy.

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This chapter provides many practical examples of cooperative efforts in Florida which help ensure a smooth transition for transfer students.

Articulation and Transfer in Florida

Diann Zeldman

Florida has nine state universities and twenty-eight community colleges. Although these institutions take pride in their own educational accomplishments, the relationship developed among them has provided a model of excellence for higher education. This relationship enables community college graduates to transfer smoothly to the state university of choice. It is continually developing, and its success is dependent on an attitude of flexibility and mutual trust.

In the 1960s, articulation in Florida was generally ineffective. Decisionmaking was inconsistent and irrational, there was a lack of professional trust, and, as a result, transfer students often found themselves on a frustrating obstacle course. With the passage of time, with the graduation of community college students who succeeded in the universities, and with mounting grassroots pressure eventually reflected in legislative concern, the community college system and the state university system jointly created the statewide articulation agreement (Articulation Agreement, 1971), which became official in April 1971.

Statewide Articulation Agreement

The articulation agreement is between institutions, not between individuals or departments. Since it is significant as the foundation of articulation, portions of the agreement are highlighted here.

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General Education. The 1959 General Education Agreement was reaffirmed with the adoption of the articulation agreement. Section 1 of this articulation agreement guarantees that once a student has been certified by a public college or university in Florida as having completed satisfactorily its prescribed general education program, no other public college or university in Florida will require further lower-division general education courses after the student transfers.

Associate in Arts Degree. Section 2 defines the associate in arts degree, which is the basic transfer degree of Florida community colleges and which is the primary basis for admission of transfer students to upper-division study in a state university.

CLEP, Advanced Placement, USAFI. Sections 3, 4, and 5, of the articulation agreement ensure that the College Level Examination Program (CLEP), advanced placement, and United States Armed Forces Institute (USAFI) credits are interpreted and evaluated consistently. Once credit is awarded according to the guidelines, its transferability is mandatory.

Limited-Access Programs. Section 8 of the articulation agreement establishes policies for admission to upper-division programs that are competitive due to space or fiscal limitations. The state university must report its selection criteria for these programs to the articulation coordinating committee. Additionally, prerequisites for admission to a selective program must be published in advance in the university catalogue and counseling manual, and they must not differ from those that apply to students who take their lower-division work at the university.

Other Associate Degrees. In Section 9, the articulation agreement encourages the state universities to develop admissions policies for transfer students who have not earned the associate in arts degree. Acceptance of course credits for these transfer students are evaluated by the university on the basis of applicability of the courses to the baccalaureate program in the major field of the student.

Counseling Manuals. A significant tool for advising prospective transfers was developed in compliance with the articulation agreement's Section 10. The universities are mandated to publish all lower-division prerequisites for each upper-division major, as well as the upper-division curriculum. This publication, known as the "counseling manual," is easy to read, precise, and accurate. In addition to the lower-division required and recommended preparation, each page lists a contact person and a telephone number for the specific academic majors. Updated counseling manuals are distributed at the beginning of each academic year, with sufficient copies for all academic advisors at all the community colleges. It is understandable why these manuals have been referred to as the "advisor's bible."

Articulation Coordinating Committee. Because the articulation

agreement was written with the intent of a long and viable existence, it was imperative to establish a mechanism to review and evaluate articulation policies and formulate additional policies as needed. Section 14 establishes the articulation coordinating committee for this purpose. This seven-member committee also reviews individual cases or appeals from students who have encountered difficulties in transferring from a community college to a state university. The committee's decisions are seen as advisory to the institutions concerned.

It is clear that the articulation agreement served as a catalyst for successful transfer relations. The rest of this chapter presents examples of further efforts taken to ensure a smooth transition for transfer students.

Community College Relations Offices

Each of the nine state universities has established an office for community college relations. The titles of these offices may vary, but the responsibilities are basically the same. It is important for the role of this office to be recognized on the university campus as well as in the community college. By compiling the counseling manual, this office's staff works with all academic units in the university. By distributing them, the staff is in contact with the advising offices in all of the community colleges.

The role of the community college relations officers is succinctly described by a Florida educator: "In Florida, it is my impression that the service of the community college relations officers in the respective universities constitutes one of the most effective articulation tools. They work to reduce the likelihood of articulation problems, and they have effective ways of working out most of the problems which individual students encounter after transfer" (Phillips, 1979, p. 7).

Statewide Visitation Tour. The staff from the community college relations offices participate in an annual community college tour throughout the state. Traveling together has promoted a spirit of cooperation rather than competition among the institutions. Together they attract more students, greater publicity, and share some travel expenses.

This tour has developed a pattern over the years. The morning is spent talking to prospective students about various programs and requirements. Tables with university literature are set up in a high-traffic area such as the student center or the cafeteria, providing opportunity for students to do some comparative shopping among the nine state universities. In the afternoon, community college administrators and faculty meet with the representatives to introduce new programs, explain changes, and generally get acquainted.

The coordinated approach to these visits has helped each university's articulation office gain acceptance as the primary source for transfer-student information.

Local Visits. In addition to the annual state tour, each university supplements its schedule with bimonthly visits to the community colleges in its local area. The community college advising office is notified of the visitation dates in order to inform interested students.

Visits to the local community college have two priorities: wide visibility and distribution of factual information. Tables are set up in a high-traffic area and identified by a banner with the university's name and logo. University faculty and representatives from areas such as veteran's affairs, financial aid, and co-op and placement are welcome to participate in these visits. University students who have been trained are also effective in speaking to prospective transfer students, especially if they are alumni of the community college.

On these visits, it is appropriate to remind students of deadline dates and program prerequisites. It is also important to be prepared for the common question, "What are the job opportunities in this field?" The University of West Florida has compiled an outstanding career-major handbook with information on employment trends and placement figures about graduates. The University of North Florida has included this information in their counseling manual.

Aids to Articulation

Personalized Admission System. One of the most successful articulation efforts is the Personalized Admission System (PAS) of Florida International University. This program complements the traditional admission system by offering on-the-spot evaluation to the local community college. Prospective students bring their completed applications, admission fee, and transcripts to the university representative. If admissible, the applicant will receive a provisional admission letter. This status is good for one semester and requires the student to send in a final transcript after completing courses at the community college.

The system is fast, personal, and uncomplicated. The key is good publicity, which includes mailing letters directly to community college students who have completed forty-five or more semester hours. After receiving address labels from the community college, letters are sent announcing when and where PAS will be offered and what the students need to bring to the session.

For students with borderline gradepoint averages, in addition to the Personalized Admission System, a one-to-one counseling session is arranged. For the student who may encounter academic difficulty, this session provides an opportunity to suggest an appropriate course load or available remedial services. This approach was implemented after it was recognized that many students with low grades are not assertive in asking for special help.

Financial Aid and Scholarships. Another area of major impor-

tance for transfer students is financial aid. The representatives should have enough financial aid applications for distribution and should be aware of deadlines for applying. In recent years, the community college relations officers have recognized the need to compile information on scholarships for the transfer students. A chart including available scholarships, their criteria, deadlines, who to contact, and the amount offered, is well appreciated by prospective students and community college advisors.

Many Florida universities have established scholarship programs specifically for community college transfers. For example, Florida Atlantic University offers a scholarship to each Phi Theta Kappa chapter in the Florida community colleges. This results in forty to fifty scholarships given to these community college honor societies.

A number of the state universities offer "Presidential Scholarships" to each of the community colleges. The president of the respective college chooses the recipient of the award.

In an effort to keep the top students in the South Florida area, Miami-Date Community College (DCC), Broward Community College (BCC), Florida Atlantic University, and Florida International University have developed a four-year scholarship program. All Dade and Broward County high school students ranking in the top 10 percent of their graduating class are offered a full-tuition scholarship to either MDCC or BCC. The "Scholars Program" is highlighted with honors courses and distinguished visiting professors. If the student maintains a 3.0 gradepoint average, he or she is eligible for a continued scholarship at Florida International University or Florida Atlantic University.

Hot-Line Stickers. The community college academic advising office is generally the centralized area for transfer-student information. To remind the advisors to contact the articulation offices for any questions or problems, the university representatives distribute hot-line stickers that can be affixed to the base of a telephone. These stickers have the name and telephone numbers of all nine universities.

State University System (SUS) Inventory of Majors. An advising aid that underscores the cooperative spirit is the SUS Inventory of Majors. The University of South Florida compiles and updates this inventory each year with the help of the other university representatives. An advisor can tell at a glance which universities offer any major, specialization, or certificate program.

Statewide Course-Numbering System. Florida's statewide course-numbering system was developed so that equivalent courses could be accepted for transfer without misunderstanding. This system identifies courses in all postsecondary and participating private institutions that are equivalent, no matter where they are taught in the state. All courses designated as equivalent carry the same prefix and last three digits.

Each public institution is to accept for transfer credit a course that

carries the same prefix and last three digits as a course at the receiving institution. For example, if a student has taken SOC 000 at a community college, he or she cannot be required to repeat SOC 000 at the school to which the student transfers. Further, credit for any course or its equivalent is judged by the appropriate faculty task force and published in the course-numbering system, which can be used by a "native" student to satisfy degree requirements at a state university and can also be used for that purpose by a transfer student, regardless of where the credit was earned.

Articulation Workshops. Articulation concerns are generally improved when local community college faculty members meet with their university counterparts. The purpose of these meetings is to discuss the lower-division prerequisites and to clarify the content of these courses. Sometimes arrangements are made, particularly in associate-in-science degree programs, to waive a specific upper-division requirement based on the completed course at the community college. In addition, these meetings can serve a social purpose so that future problems or student concerns can be solved in an informal manner with an attitude of mutual trust. The University of North Florida and Florida Junior College at Jacksonville have developed four-year academic program sheets as a result of these exchanges.

Southeast Florida Educational Consortium. The Southeast Florida Educational Consortium aims to enable each member institution to achieve its own mission and objectives more effectively and efficiently through coordination and cooperation. The Southeast Florida Educational Consortium was established in 1976 by Broward Community College, Florida International University, and Miami-Dade Community College to plan and implement activities that would serve the mutual academic, economic, and political interests of the member institutions. One of the consortium projects was arranging articulation workshops for the counterparts of all academic majors from Broward Community College, Miami-Dade Community College, and Florida International University. This effort took over a year to complete and resulted in numerous valuable exchanges.

Community College Advisors' Workshops. To encourage an ongoing dialogue, preventive maintenance articulation conferences are held throughout the year. Some of the universities hold an annual seminar or workshop for all community college advisors and deans of student affairs. The University of South Florida has a particularly successful program that attracts approximately 150 participants. In addition to discussions of articulation concerns, this program is highlighted by distinguished guest speakers from the community college system. The seminar proceedings are printed and mailed to each community college and state university in Florida to convey the cooperative climate, ideas, and concerns to those who were unable to attend.

Current Articulation Programs

Transfer Student Previews. State university administrators realize the importance of inviting the community college advisors to their campuses. Equally important is inviting the prospective transfer student to visit the campus for a day or weekend. A majority of the nine universities sponsor these programs which are designed to provide information and help prospective transfer students deal with transfer trauma. Community college relations offices continue their efforts far beyond the time when the student is formally admitted to the university.

Transfer Student Orientation Program. Each university has an orientation program for transfer students. These sessions differ from the traditional freshman orientation because the students have already had two years of college. The orientation programs for transfers are generally much shorter than those for freshmen. They provide the students the opportunity to register for classes, talk with advisors, and briefly learn about the university's procedures and services.

Two examples of continued service for transfer students are the Transfer Student Information Center at the University of Florida and Program FOCUS at Florida State University.

Transfer Student Information Center. The University of Florida's Transfer Student Information Center was established in the fall of 1979. Two upper-division transfer students are employed to staff the center, and they are supervised by a graduate assistant in the community college relations office. Most of the students served by the center are walk-ins needing information about admission and registration procedures, advisement, or help with a general problem. The average number of students making use of the center is fourteen per day. Heaviest usage tends to occur during registration periods when numbers go as high as thirty-one per day.

Funds for the operation of the Transfer Student Information Center are provided through the division of academic affairs. The total cost for one year is approximately $3,000.

Program FOCUS. The office of community college relations at Florida State University has implemented a program of service designed to provide meaningful associations for new or prospective transfer students. Each new or prospective transfer student identified by the office of community college relations receives personal attention (such as a letter, phone call, or other personal contact) from a local peer who is currently enrolled in the university.

The peer contacts currently enrolled at Florida State are referred to as FOCUS (Friend on Campus) "ambassadors." FOCUS ambassadors are selected on the basis of a minimum 3.5 GPA, the community college previously attended, their major degree program at the university, and their interest in volunteering for this program.

Two professional staff members from the office of community college relations have the responsibility for program development, implementation, and evaluation. Two half-time college work-study students are employed to monitor the program and make referrals to the FOCUS ambassadors.

College-Level Skills Program. The 1981 Florida legislature mandated that all sophomores be tested for college-level skills beginning in October 1982. The skills include the areas of computation and communications and have been approved by the articulation coordinating committee upon the recommendation of the faculties throughout the state. This testing program, which applies to both "native" and transfer students before achieving junior status, will have important implications for the articulation process. The ranking of the test results will inevitably lead to comparisons in the quality of general education in the Florida system. The consequences of not passing the exams have yet to be explored.

Conclusion

As evidenced by the many examples of programs and policies cited in this chapter, the articulation efforts in Florida are continually developing. The educational leaders in Florida have established goals, commitments, and attitudes that make it possible to work out the mechanics of a smooth transfer process.

The process of articulation between two-year and four-year institutions is receiving increasing national attention. Individuals outside of the field of education will someday understand that the term "articulation" has a meaning other than "the act or process of speaking" and those in the field of education will agree that the process involves a great deal more than recruiting students and assuring the acceptance of transfer credits.

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The computerized Advisement and Graduation Information System (AGIS) provides accurate, up-to-date information on the progress students are making toward meeting graduation requirements at Miami-Dade Community College.

Improving Academic Advisement and Transfer Articulation Through Technology

Richard B. Schinoff
J. Terence Kelly

Twenty years ago, John Gardner (1961) asked, "Can we be equal and excellent too?" Perhaps no institution of higher education is struggling more than Miami-Dade Community College in seeking the answer to that question. A reformation of the entire educational program has been in the developmental stages for several years at this large, multicampus two-year college in Miami. While Miami-Dade has always enjoyed a prestigious national reputation for being in the forefront of community college education, what is currently taking place at Miami-Dade is a vast departure from the earlier days.

It is unfair to pick any single part of the program and discuss it outside of the whole, but, for the purpose of this writing, we intend to focus on an integral part of the total reform effort: improvement of advisement and counseling.

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Kintzer, F. (Ed.). *New Directions for Community Colleges: Improving Articulation and Transfer Relationships*, no. 39. San Francisco: Jossey-Bass, September 1982.

President Robert H. McCabe has outlined six strategy points that form the basis for the reform (Dubocq, 1981):

1. Colleges must increase their expectations of students.
2. Colleges should become more directive in their program designs.
3. Colleges should implement variable timetables for completion of programs.
4. Colleges must provide more information to students.
5. Strict guidelines must be set for suspension and dismissal of students who fail to meet a college's standards of progress.
6. Colleges must make a commitment to hold to their standards.

Point 4 in McCabe's scheme—that colleges must greatly improve their advisement and counseling techniques with students—is the focus of this chapter. Meaningful ongoing communications with students are essential. Faculty, particularly, have endorsed and supported this thrust. There is general consensus at Miami-Dade that there must be an accurate and up-to-date flow of information; guidance and counseling programs must be strongly emphasized if there is to be any concomitant gain in student performances. In looking at that challenge, those at Miami-Dade who were dedicated to improving the academic advisement and counseling services realized that the resources would never be available to hire the necessary numbers of specialized personnel to accomplish the task. This dilemma led to some imaginative uses of the new communications technologies and to a reliance on all of the faculty members to provide advisement to students in areas in which they had expertise. This partnership between technology and faculty advisement, along with a core staff of expert advisors, has led to the development of the first phase of a long-range plan to improve academic advisement, graduation information, and transfer help to students.

Academic Advisement

The Advisement and Graduation Information System (AGIS) forms the core delivery system of information for academic advisement at Miami-Dade Community College. If there is a universal criticism of colleges and universities across the country, it is probably the lack of sophistication and precision in the academic advisement process. At best, it is hit and miss at most institutions and, at worst, nonexistent at other institutions. It is a multifaceted problem—one of volume, of trying to spread the large number of students across the small core of skilled advisors—and this suggests that the general faculty must be used to some extent in the process. It is a matter of information flow. Overall, it is a difficult communications and logistic job to arm the faculty with all the pertinent information they need in order to help counsel the student into

the right program, make the proper course selections, and guide the student toward a career objective.

Miami-Dade has experimented with various methods of providing academic advisement. One method relies on a small core staff who simply advise all students while relying on faculty for more detailed discipline information. The ideal solution has not been discovered, but Miami-Dade has been taking some major steps forward by developing a new system utilizing computer technology.

The AGIS Program

Whenever a professional counselor and a student discuss the student's progress toward reaching an educational goal, they must review the student's transcript. It is very burdensome and time-consuming for members of the professional staff to reevaluate constantly the students' academic records as additional courses are completed or as graduation requirements change, and it is difficult to ensure that correct information is given to students.

The Advisement and Graduation Information System is a computer based system that is used to monitor students' progress as they proceed through the various degree programs at Miami-Dade. The system provides accurate, up-to-date information on the progress students are making toward meeting graduation requirements. An additional feature of the system informs students of specific courses suggested and/or required by the seventy-two associate in arts degree programs in order to transfer to an upper-division university within Florida, and the system shows to what degree these suggestions or requirements are being followed. AGIS has two major components: the graduation check and the Florida College Recommended Courses outline.

Graduation Check. The graduation check realigns students' transcripts by requirement area rather than by semesters. Students are informed about the progress they are making toward completing the requirements of a specific program of study. The AGIS report is divided by Roman numerals into several boxes. Each of these boxes represents a separate set of graduation requirements for a specific degree. The information listed on the left-hand side of each box indicates the courses that may be taken to satisfy the graduation requirement. On the right side, AGIS automatically indicates the actual courses that have been taken that satisfy the requirement. If the requirement area is satisfied for a particular Roman numeral, the notation "requirements met" or "requirements met with completion of current term" will appear on the left side of the report. If the graduation requirement is not satisfied, the notation "requirements not met" will appear.

The final Roman numeral on this part of the AGIS report indi-

cates the student's graduation status. The information on the left side of the report indicates either that the student is eligible to graduate or the reasons he or she may not graduate. The system checks for graduation certification by identifying completed courses and currently active courses. If the student has satisfied all graduation requirements, the system automatically will graduate the student and place the graduation remark on the permanent academic record.

The AGIS reports for students are generated on a weekend processing schedule in the computer center. During processing, the AGIS program uses several college computer files such as the master student record, the college transcript, and the student's current schedule, along with any graduation requirement waivers or course substitutions entered by a campus academic advisement office into an on-line waiver substitution file.

Data from a subsystem, the on-line graduation application file maintained by the campus registrar's office, are also used during processing. Whenever a student applies for a degree, the information is entered into the computer system. Data in this file are used to determine the specific degree and program graduation check that will be produced for a student. If an application is not submitted, the system uses the degree and program intentions indicated on the application at the time of admission or the most recent information supplied by students during their last registration. This particular subsystem is also used to generate diploma order lists, recording when diplomas are received by the college and indicating when they are mailed to students.

The AGIS report is generated by matching the information contained in the several college computer files with the graduation requirements file for each degree program at the college.

Florida College and University Recommended Courses. One of the most creative and helpful reports generated provides the student and faculty advisor a listing of courses suggested for transfer by the nine state universities and four private colleges in Dade County, Florida. This system also generates outlines of suggested courses by major and by university for each student. Students are informed if they have completed, are currently enrolled in, or are enrolled for a future term in any of the required or suggested courses for transfer. This allows the student to compare requirements among the universities for a specific major and also to note how they are proceeding in meeting the requirements for transfer to Florida's upper-division colleges and universities. Because students change majors, a special AGIS report allows students to match their record instantaneously against any of the associate in arts degree transfer outlines. This document can then be used by advisors and students to identify future requirements for any of the associate in arts degrees offered at the college. A decision then can be made on the array

of courses students need to complete during their stay at Miami-Dade in order to satisfy upper-division transfer requirements.

Twice a year, a total of 250,000 copies of the seventy-two Florida College Recommended Courses reports for each associate in arts degree program are prepared for distribution on the campuses for use especially by students new to Miami-Dade. These handouts enable students to review, by major, the courses required or suggested for transfer. Although students must fulfill the upper-division requirements that were in effect at the time of admission to Miami-Dade, the computer maintains the most current transfer requirements received from the universities. By letting the computer do the work, students do not have to match their transcript against a program outline to determine the most recent courses suggested or required for transfer.

Articulation Agreement

Providing students with a list of transfer courses is required by the statewide articulation agreement between the university and the community college systems. This agreement ensures that the general education requirement of the baccalaureate degree is the sole responsibility of the community college awarding the associate in arts degree. Once the associate in arts degree is awarded, an upper-division university cannot require a student to complete additional general education requirements. However, the designation of courses in the major field of study taken at the community college is the responsibility of the state university awarding the degree.

This partnership requires that Miami-Dade Community College, working in conjunction with the state universities, provide students with a listing of suggested and required courses, by major, for transfer to each of the universities. It is this combination of general education requirements and major course electives, suggested or required by the universities, that comprises the requirements for the associate in arts degree.

AGIS Contract

Since the Advisement and Graduation Information System document lists all requirements for the associate in arts degree at Miami-Dade, it is considered a contract between the student and the institution. The graduation requirements for the student are "locked in" at the time of entry to Miami-Dade or of readmittance if the student did not register for one term during the year. The student's academic record is matched against these graduation requirements. A new advisement and graduation information report is produced whenever there is a

change in the student's record, such as new registration or grade changes.

Developmental Phases

The Advisement and Graduation Information System was developed for use on Miami-Dade Community College's district computer using on-line data entry terminals connected to the main computer by a teleprocessing system. All programming for the system was done in the computer programming language, COBOL, for ease of maintenance and machine compatibility.

Phase One — Planning. The heads of academic advisement from each of the four campuses, a systems analyst, the director of assessment and advisement programs for the district, and the project director were assembled as the college-side development team. This team visited several institutions that had degree audit systems and wrote to many other schools soliciting additional information. The educational specifications for the AGIS project were developed as part of a year-long planning process.

Phase Two — Florida Colleges Recommended Courses. The start of actual programming was the development of the Florida colleges requirements outlines. This system was originally developed for card input, but it has since been changed to an on-line system.

Phase Three — Associate in Arts Degree Graduation Check. Next, the associate in arts degree report for students with only Miami-Dade Community College credit was programmed. Then students with transfer credits were added. Before this plan could be implemented, the records of students enrolled with transfer credit had to be reviewed and, in some cases, reevaluated. Every transfer course had to have a Miami-Dade equivalency placed next to it on the computerized college transcript or a special transfer course notation indicating the type of graduation requirement that the course would satisfy.

Concurrent with the associate in arts degree report, the on-line substitution waiver file was also completed. This subsystem provided the method for manual overrides to the graduation requirements for exceptional cases. By using the substitution waiver file on-line screen, a head of academic advisement could substitute one graduation course for another, waive residency, or change the year and term of graduation requirements for a particular student. Since students who once attended Miami-Dade and have not attended for one calendar year are required to reenroll under the graduation requirements in effect at the time of their reentry, it is sometimes necessary to make an exception to this college policy. This is particularly true if the students have completed most of their courses under the former requirements.

Phase Four—Associate in Science, Planned Certificate, Associate in General Studies Degrees Graduation Checks. The associate in science degree, planned certificate, and associate in general studies degree were also programmed. The entire AGIS system is built around a career pathway concept. Students who are matriculating for a planned certificate program in a particular area also receive a corresponding associate in science degree report. For example, a student who is pursuing a basic clerical planned certificate will receive a corresponding associate in science degree for secretarial careers/general office. In another case, a student pursuing an associate in science degree in civil engineering will receive an associate in arts degree graduation status report with a program outline for pre-civil engineering, which lists requirements for transfer to the university level.

Phase Five—Associate in Science Degree/Planned Certificate Program Outlines. Because Miami-Dade is a multicampus institution with one set of graduation policies and course offerings and one catalogue, it was important that a unitary system describing these degrees be developed. To be certain that all students on all campuses were following the agreed-upon set of graduation policies and degree programs, the college developed a computer-generated program outline. This report indicates the courses and credits required for graduation as well as prerequisites required to help ensure success in a more advanced course. This computer-generated outline is easily duplicated for distribution to all the campuses.

Phase Six—Data Mailers. The final programming phase is the institution of weekly and end-of-term data mailers.

When the decision was made to store AGIS reports electronically in the computer and to allow access to them through printers located on the campuses or through a batch process on an overnight basis, the decision was also made that they would not be mailed to all students. Since the cost of mailing is steadily increasing and since an AGIS report is outdated whenever a grade is changed or a course dropped it would be difficult to keep up with mailing a six- or seven-page report to students each time a change occurred in students' records. Instead, a weekly and end-of-term graduation status data-mailer notification system was instituted. This system has five major data-base components.

Graduation Application. If an application has been submitted, a data mailer is produced informing the student that he or she is eligible to graduate based on current record or successful completion of courses currently enrolled in, or that he or she is not eligible to graduate. If an application has not been submitted but a student is eligible to graduate, the student is advised to go to the registrar's office and complete a graduation application.

Enrollment in an Unnecessary Course. Sometimes students are seeking an associate in arts degree and are taking a course for which they

already have received substitution graduation credit through the transfer credit evaluation process; in some cases, course designations have changed since the last time the students attended Miami-Dade, and the course number was not recognized as one already completed. This data mailer, like the others, directs students to an appropriate college advisor to select a different course.

Nondegree Status. The last type of data mailer is used to inform nondegree students on their status relative to the associate in arts degree. Since many students will ultimately change from a nondegree to a degree status, this data mailer provides appropriate graduation information.

This series of data mailers is the method used by the advisement staff to communicate with students about graduation and the relevancy of course selection to the degree programs at the college. The datamailer system is the college quality control mechanism in the advisement process. Since all AGIS reports are tied to graduation and transfer requirements, students who deviate from these requirements because of drops and adds on advice from others or through self-advisement are given a warning that their course selection needs to be rechecked.

Phase Seven—Sequencing of Courses. The last phase of this project will include development of suggested sequencing of courses based upon students' backgrounds, educational goals, and the particular upper-division university to which students wish to transfer. This phase, when combined with the existing system, will provide a complete advisement picture upon which students and advisor can make informed academic decisions. This is currently in the planning stages and should be ready for implementation in 1983.

Management Concerns and Reports

Constant curriculum monitoring and control is very important in maintaining the integrity of the graduation requirements, the courses required or suggested for transfer to upper-division universities, and the economic stability of Miami-Dade. The addition of courses to, and deletion of courses from, the college master catalogue file and AGIS are monitored by district registration and admission services. A course can only be added to or deleted from a file based upon action taken by an approved curriculum committee at the college and approved by the vice-president for education. Likewise, as new degree programs are instituted, obsolete ones phased out, or changes made to those existing, changes to the district computer AGIS files are authorized through the vice-president's office.

The array of courses required for graduation from the several Miami-Dade programs, needed for upper-division transfer, or used by

members of the community for personal interest or upgrading or skills determines the need for courses and programs at the college. Unless a course or program can satisfy one of these three needs, it is not approved for addition. Courses added as part of the lower-division requirements for transfer to the junior year in a university must be required by a state university or one of the four private institutions in Dade County to become part of the associate in arts degree transfer requirements. Several reports are produced to aid in the management of this process.

Cross-Reference Report. The first report is a cross-reference alphabetical listing of the courses that are part of the Florida College Recommended Course report. This listing indicates the several transfer options that are serviced by a particular course, and it also indicates at which university the courses for that particular major are required or suggested for transfer and the enrollment in that course for the past year. A review of this report can determine which universities are causing Miami-Dade Community College to offer a course with low enrollment. This information is shared with the universities so that they can learn about the impact their decisions have upon the community college.

Course Requirements Report. A second report is a listing of courses currently offered, or once offered but no longer offered, and the type of graduation requirement area that they satisfy for each catalogue year in the AGIS file structure. This listing is most important, since courses can satisfy different graduation requirement areas depending upon when the student entered Miami-Dade.

AGIS Format Report. The AGIS format report represents the left-hand side of the students' AGIS report. This listing is a representation of the actual material that students received based upon their specific graduation requirements.

Eligible and Ineligible Graduation Report. Another management report, the eligible and ineligible graduation listing, is produced as part of the AGIS weekly update. This report lists the names of students who applied for a degree and shows whether they are eligible to graduate at the end of the term, and it lists those students who never applied for the degree but are eligible to receive one. It forms the basis for the weekly data mailer notification system to students whose graduation status changes during the week. Also, advisement personnel are able to review the records of those ineligible in order to determine if a waiver or substitution should be authorized.

System-Monitoring Reports. The last series of reports includes listings used to monitor the AGIS processing system, such as a listing of courses found in the master course file but not listed in the associate in arts degree requirements. The report is used to determine if a course being offered at the college has inadvertently been left out of an AGIS catalogue file for a particular year.

Each semester there are about 525 data problems that produce incomplete AGIS reports for students. With approximately 100,000 students in the active computer system who have over 1,500,000 different courses, the number of data errors is almost insignificant. The following are examples of system-monitoring reports that are generated during the actual AGIS weekly update:

1. Each AGIS graduation area can hold a maximum of sixty courses. When an area exceeds sixty courses, an error condition exists and a manual graduation check must be processed. This occurs when transfer students have completed many courses at other institutions.

2. Occasionally, students who attended the college previously are listed as pursuing a degree or certificate program that is not in existence.

3. Returning students who were at the college many years ago apply for a new student number upon reentering. Because of edit checks, these students are identified and the old and new records must be combined before a graduation status report can be processed.

4. Because of data input errors when substitutions are made for graduation, AGIS may not be able to find the substituted course on the student's record.

5. As former students return to the college, some of the very old courses on their record are not included in AGIS.

Availability of AGIS Reports

Since AGIS was designed to have a graduation check report available for all degrees and for all students enrolled for at least one semester during a calender year, a method for delivering the most current AGIS report to students needed to be developed. An on-line computation system was ruled out because the complexity of the AGIS program would cause a large volume of on-line processing time and would slow down other on-line applications at the college.

It was decided to batch update the AGIS files each weekend in the computer center and place the reports in an on-line print file to access during the week from printers located in each campus registrar's and advisement offices. Since the computerized transcript system is updated on a weekly basis, AGIS is always in alignment with the student's permanent record. However, the registration system is an on-line computation system; therefore, AGIS lags about a week behind the data available through the registration files. This on-line access capability, as well as the capacity to order AGIS reports in batch on an overnight basis from the computer center, has proved to be a satisfactory arrangement.

Whenever students' transfer transcripts are evaluated and become part of the official Miami-Dade Community College transcript, an AGIS report is sent to students. Thus, transfer students learn as soon

as possible the manner in which Miami-Dade Community College has evaluated their transfer credit toward graduation requirements.

Benefits

Although providing advisement and graduation information to students and the advisement staff was the primary objective of this project, a great many additional benefits have resulted. A major benefit was the standardized certification of graduation requirements among the four Miami-Dade Community College campuses. It is estimated that this computer application saves the college a minimum of $100,000 a year that would have been paid for professional staff members to approve graduation certification on each of the campuses, and it also saves the time spent on providing preliminary graduation checks during the academic year. Professional staff members are able to spend more time with students in providing assessment, counseling, and career information services.

Conclusion

With the development of AGIS, Miami-Dade Community College has taken a giant step forward in becoming more responsible to the academic advisement needs of students and in providing a more accurate and timely flow of communications regarding university transfer requirements. What universities require beyond the general education requirements is easily understood by students. Courses that are of questionable value in transfer for a particular major are no longer listed on program outline sheets. This has the net effect of reducing curriculum, and it facilitates the offering of courses necessary for success in upper-division work.

AGIS, in addition to capturing national attention, is currently under development as a statewide advisement and transfer information system in Florida. Additionally, using the AGIS concept to provide information to junior and senior high school students is in the planning stages in Dade County.

The thrust of AGIS, in conjunction with all the other components of the educational reform program, is to keep the open-door community college a viable institution. Great strides have been made in developing this sytem with creativity and imagination, in moving this form of technology into the heart of the advisement process, and, thus, in positively affecting instructional outcome.

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The primary function of this experimental program is to help individuals review learning already experienced and point them toward senior college programs.

A Successful Experiment for Transferring Prior Learning Experience

Roslyn Snow
Phyllis A. Bruns

The Assessment of Prior Learning (APL) program at Orange Coast College has enrolled approximately seventy-nine continuing students. Thirty-five women and twenty-one men have completed the program, which entails writing a fully documented autobiographical essay and submitting to an assessment procedure conducted by the college. Many have completed associate in arts degrees and are at senior colleges, others are working toward associate degrees, and some have already transferred directly to a senior college. A wide variety of backgrounds are represented primarily in the fields of secretarial science, management and accounting, technology, liberal arts, and human services. In addition, a private investigator, a quality-assurance inspector, and four real-estate brokers have enrolled.

The educational backgrounds of these students fall into three groups. The majority of the students have no prior college-course experience, although they have taken college-level training through their employer's inservice program or completed university extension pro-

Kintzer, F. (Ed.). *New Directions for Community Colleges: Improving Articulation and Transfer Relationships*, no. 39. San Francisco: Jossey-Bass, September 1982.

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grams in technical or management areas. A second group consists of students who began liberal arts programs after completing high school, dropped out of school to work, and, after a hiatus of sometimes as long as twenty years, are now returning for their degrees. Often, they have already completed general education sequences. A third group consists of students who are concurrently enrolled at a four-year college or university.

Another factor that sharply contrasts with traditional students on campus is that many of these students have studied at private and often nonaccredited schools, holding certificates from Katherine Gibbs Secretarial School, the Bryman School, Sawyer Schools, Lumbleau. They have trained through apprenticeship programs, military technical schools, technical schools under contract with major industries, or industrial training schools.

Recreational and avocational interests have often propelled them into instructional programs. Levels of competency can be assessed by the years of instruction and special awards documented.

Often, these students are motivated to join us by the prospect of career advancement. They have advanced from entry-level jobs to those requiring not only more complex technical skills by also supervisory or managerial abilities. A secretary, for example, who over the years has assumed many of the duties of the personnel manager, is now in line for that position. A machinist who has worked through the levels of leadman is now ready to assume the duties of toolroom manager. Our basic function is to help individuals review learning already experienced and point them toward senior college programs.

Our student population ranges in age from twenty-five to eighty-four. In this regard, there is no significant difference between our students and the college population as a whole. However, the majority of students in the APL program are between the ages of thirty-seven and fifty-five.

Operation of the Program

The program is offered by the English department in the division of literature and language. Screening by the APL director is a prerequisite. A questionnaire is an integral part of the student's application. It consists of eight questions:

1. Indicate at least one of your most current jobs.
2. Identify your earliest and most current job titles.
3. List one or two training or adult education experiences.
4. What is your educational goal?
5. How many hours a week can you devote to working on the portfolio?

6. Give two or three examples of your involvement in sports, hobbies, or community or civic activities.
7. Do you have the writing skill to compose an essay without serious errors in grammar and spelling?
8. Do you have any units from an accredited college or university?

The following paragraphs describe the rationale for each of these items.

Successful candidates to this program should have at least three years of work experience. All of the students who have been involved in the program to date have had from six to fifty years of documented job history. Successful candidates show employment history in which they have progressed from simple clerical or mechanical skills to more complex positions involving more responsibility and supervision over other workers. This progression was usually aided by training courses and seminars given by the employer or available in the community.

The APL program is designed for students who wish to complete either a community college certificate or degree program or who are transferring to a senior college or university. Most students require eighteen weeks of committed work to complete the portfolio. Often ten to twenty hours weekly are required within one semester. While it is unlikely that working adults whose background is rich enough to merit substantial award of college credit would not have a strong background in speech and writing, we emphasize the writing skill as a necessary prerequisite to this program. Our second-language students have the opportunity to present work in their native language.

Enrollment is processed directly through our normal registration procedure. The student is given or mailed a permit to register in open classes (reserved programs) signed by the APL director and is assigned to a regular course ticket number. The student enrolls at any time during the school year. We have many students waiting for enrollment, and we admit them as students finish the program. If a student has not completed the portfolio or assessment by the end of the official semester, he or she may reenroll. An "in-progress" grade is posted on the transcript. When the student completes the portfolio and receives the assessment results, a course grade is posted on the transcript for the APL course, English 181, three units. This course is taught as a tutorial. Each student is seen individually, usually for thirty minutes each week. The portfolio preparation undertaken in class is structured around the following six units.

*1. **Orientation to Program.*** The screening questionnaire is discussed. Weaknesses and strengths in the student's background are analyzed. If the student has been miscounseled into the program, other college programs more nearly suited to the student's background and needs are explored. The student is committed to a more productive program

and, upon completion, may receive credit in the APL course. The distinction between an experience and the learning that results is analyzed and the student works an exercise in which he or she explores this distinction in his or her own life background.

2. ***Writing the General Essay.*** Working closely with an instructor, the student prepares a narrative of employment history, detailing all significant jobs held, the responsibilities of each job, the duties and tasks performed, the skills mastered, and the knowledge acquired. Important life experiences are similarly narrated and the learning interpreted. These may be hobbies, recreational activities, civic involvement, travel, and private study or instruction. Documentation must be provided.

3. ***The Catalogue Search.*** Once both instructor and student have before them the range and depth of learning that the student has experienced, they work together to establish how the student can meet the requirements of the certificate program or degree. The instructor reviews college and transfer requirements and suggests courses that the student's experience matches. Finally, the student is counseled to take required courses either through traditional classroom experience, through telecasts, or through independent study.

4. ***The Petition.*** The student draws up an educational plan listing each course required for the educational goal. On the plan, it is noted whether the course has already been taken, is to be taken, or will be petitioned as part of the assessment. For each course that is to be petitioned, the student identifies the source of his or her "matching" learning and the outcomes of either the job or life experience cited as the source of learning. These learning outcomes are usually a summary of the high points of the student's narrative essay. Documents include letters of verification from employers and coworkers, transcripts, course outlines and brochures, work samples of reports, forms created, letters, schematics, pictures, and clippings.

5. ***Assembling the Portfolio.*** The portfolio consists of the following parts in the order of assembly: title, table of contents, permission to read portfolio, educational plan, petition, general essay, index to documents, documents. The contents are bound in a loose-leaf or other binder, tabbed for convenient reference, and submitted with six copies to the college for assessment.

6. ***Special Evaluation and Assessment.*** At the student's choice, faculty members are available in the student's area of expertise to do a preliminary reading of the portfolio and write a letter of special evaluation in specific course areas. This letter may be included as a supporting document, along with other letters and documents. When the portfolio is complete, it is submitted to the APL coordinator, who calls a meeting of an assessment team to review the portfolio and award credits. The student is given all documents relating to this process so that he or she

understands the basis on which credit is awarded. The student may meet with the assessment team at the time of the review.

During this portfolio preparation, the APL instructors are very much involved in helping the students receive educational counseling, develop documentation of their essays, and arrange for special evaluation of their knowledge and skills. Most of the educational counseling is conducted by the APL instructor, working with the student's background and interpreting the college requirements. A college counselor is available to oversee the results and his or her signature on the educational plan is suggested. In addition, appointments are set up with senior college representatives to discuss transfer requirements.

As soon as the narrative of job experiences and learning is completed, the student is asked to write to all employers soliciting letters of verification. Employers are provided with the highlights of the job narrative that the student has written and are asked to verify the very specific statements of responsibilities and duties, skill levels, and knowledge acquired. When the portfolio is complete, the instructor identifies college faculty experts in specific areas petitioned to do special evaluations. Again, the instructor sends a set of guidelines to each special evaluator and coordinates the meeting between evaluator and student, the receipt of the letter of special evaluation, and the return of the document to the student.

The portfolio is now complete, including the letters of special evaluation that represent a preliminary assessment of some of the courses petitioned. Usually the special evaluator will recommend a grade as well as course units. On this basis, as well as on the presentation of the student and the documents assembled, a final assessment is made by a team of five faculty members selected by the APL coordinator. While an effort is made to have a faculty member from the student's area of expertise on the team, members are chosen from a broad range of backgrounds. Often administrators will serve on a team along with secretarial-science teachers, English teachers, a chemist, a photographer, or an electronics specialist.

The assessment team members are each given a copy of the student's portfolio to study. One week later, they meet to review their impressions, reach a consensus on each credit award, and determine a grade in each course awarded. Their results are transmitted to the APL coordinator. The student has the option to be present to receive the results and to meet the team members. Courses are transcripted exactly as they would be had the student completed them in the normal way, by course number, course name, units, and grade.

Levels of Competency Assessed

The premise of the APL program is that job and life experiences result in acquiring knowledge and skills that match those taught in col-

lege courses. The level of competency reached by the student must match that stated on the course outlines for each course approved by the curriculum boards of the college. After the student has summarized the outcomes of his or her experience in terms of the learning acquired, we show the student the course outlines, identifying these as the basic measuring devices that both the special evaluators and the members of the assessment team will use to determine a credit award.

Beyond that, of course, is the subjective experience of the assessors as they review the documentation the student has provided. The student must be able to select significant job and life experiences and to break them down very specifically. When the student writes to each employer to solicit verification, he or she must again select the significant experiences in highlighted form. Finally, the learning outcomes in the petition must match what is taught in the classes for which credit is sought.

Infrequent exposure to an experience will not result in much learning. On the other hand, tedious repetition of experience will result in learning only if there is also thinking involved—thinking about learning itself: getting better, seeing relationships, remembering what was experienced, and being able to communicate it.

To demonstrate the process of portfolio writing and petitioning as well as to classify the main areas of competency, we have included an excerpt from one petition (see Figure 1).

In working with the whole area of assessment of competencies, we try to avoid an approach that would fragment the student's thinking about his or her learning. While the end result of the program is the credit award in specific courses, that is not the educational goal of the portfolio presentation. The student's life experiences may range from orchestrating an impressive portfolio of investments to participating with a partner in a LaMaze childbirth preparation class. The student does not write about his or her financial skills or the childbirth techniques learned with the aim of receiving specific units in investment or childbirth. He or she merely writes about rich life experiences as they manifest themselves in the many directions his or her life has taken. We feel this holistic approach to the assessment of prior learning matches the way adults learn and the way they seek learning.

Articulation

Neighboring industries and corporations have shown strong interest in the API. program as employees become successful students. For our part, the surprising array of inservice training that corporations offer their workers becomes grist for the mill of our portfolio process. As students document training sessions, seminars, workshops, and long-

Figure 1. Management Skills

Course Name	*Units*	*Source of Learning*	*Learning Outcomes*	*Documentation*
Industrial Relations Management 135	3	Work experience at Aerojet Ordnance Co. for the past six years. Seminars attended include Equal Employment Opportunity Violations, Interviewing, and Drug and Substance Abuse.	I have been actively involved not only in the labor management relations which occur within the company but also participated in the collective bargaining and negotiation of the present labor agreement. I have learned through daily practice to administer our present agreement and I am involved in each labor dispute and grievance filed by the union members. I have learned to research the grievance, hear the evidence, determine the position of the company and issue answers, both second and third step to the grievance committee.	Essay, Pages 10 and 12; Documents: 131, Interviewing Certificate; 145, Letter; 146, IAM Agreement Labor and Management; 147, Letter; 148, Letter; 149, Seminar Verification; 150, Seminar Verification.

term courses, we discover a strong basis for credit awards in this area alone. The combinations of seminars and training classes with job duties and responsibilities provide strong backgrounds to assess.

Many companies have educational counseling available to employees. Sometimes it is on an informal level, where managers independently encourage employees to attend classes or to enroll in programs. Some have a tuition reimbursement program that not only provides an incentive but also, in some cases, is the only way an employee can attend a college.

The upward mobility we are able to support by making college work more accessible at an appropriate level to the worker is an attractive incentive to industry's involvement in our program. Unfortunately, we have only one articulation agreement with a senior state college or university to accept credits awarded through APL; this agreement is with California State University, Fullerton. But we have excellent relations with the private colleges, especially those that have innovative programs for working adults: University of Redlands, LaVerne University, and West Coast University.

While it is too early to collect meaningful transfer data from students who have completed our program, we know that many students are studying for their four-year college degrees. In planning for our students to transfer, we make a determined effort to help the students meet all requirements. The program has been designed so that no special tag or signal distinguishes classes transcripted through APL from those earned in the traditional way. The student earns a letter grade (or occasionally a credit grade) in all courses, and courses currently existing in the college curriculum are posted by the same course number and description or the same name as those earned through traditional classroom study.

Faculty Involvement

At its inception, the Assessment of Prior Learning program was approved by the college curriculum committee as a part of the college curriculum and represented by a college course, English 181. Prior to that, the idea of assessing prior learning was discussed by the college's faculty senate; an ad hoc committee was designated to explore such an idea and set up safeguards to protect the integrity of the college curriculum should such a program be instituted. The semester-long involvement of the student in writing the essay, the extensive documentation required, the faculty role in special and final evaluations and assessment, and the choice of an academic department to shepherd the program and teach the portfolio course were all safeguards instituted by this committee.

Since that time, extensive use of faculty members as evaluators and assessors has continued their involvement in the program. Most students take advantage of the special evaluator as a resource in documenting their presentation. On the average, three or four instructors do this preliminary assessment for each student. Of the five members chosen by the APL coordinator to serve on the assessment team, four are classroom instructors in most cases. Others may be administrators, counselors, or resource persons (such as career-center counselors or librarians) with part-time teaching responsibilities.

An advisory council meets yearly to review the program and handle special problems. This council is appointed by the college dean and consists mainly of instructors, counselors, and administrators at the college. The APL director chairs both the assessment teams and the advisory council meetings.

Industry Involvement

In addition to involving the college faculty in the APL program as evaluators, assessors, and members of the advisory council, the APL director has made a rich and productive use of industry involvement. When the program was instituted and first advertised, industry was especially receptive to discover Orange Coast College as an adjunct to their own inservice programs and their educational counseling efforts.

Two training directors became more intimately involved in the program. One went through the program himself. As a result, the program has been heavily subscribed by the companies these students represented. Word of mouth and direct recommendation from successful APL candidates have been a great recruitment tool.

The APL coordinator has tried to use industry representatives on the assessment teams with good results. Industry representatives are enthusiastic assessors and provide good input into the workings of the team. Industry representatives are also included on the advisory council as permanent members, along with representatives from senior colleges.

The success of the APL program is not only in its use of college resources to meet the needs of students in our community but also in reaching out to those senior colleges and corporations with a common interest in educational opportunities. This larger network provides much of the challenge and secures the future of this innovative program.

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The way in which one state utilized computer resources service make information available to transfer students is described.

ESCALATE: A System of Transfer Equivalency Information

Eleanor M. Hendershot

In June 1978, the Michigan Association of Collegiate Registrars and Admissions Officers gathered for its annual articulation workshop. Approximately 100 members heard one colleague's suggestion: Why not develop a computer system that would help students transfer from one college to another in our state? Reception of the idea was both enthusiastic and doubtful. It would be a marvelous tool to have, but far too costly in terms of cooperation and development. Still, positive discussions persisted during the sessions and informally through the summer.

To understand the challenge of such a venture, the reader should know that ninety institutions of higher education in Michigan enroll some 50,000 transfers. Included in the state system are fourteen state-supported four-year institutions, twenty-nine community colleges, plus forty private colleges, and seven postsecondary proprietary schools. Each has its own administration, governance, and policies, and each jealously preserves its autonomy.

Added to this is the growing public demand for accountability. In a time when education at a four-year institution runs from $5,392 to $42,400, ineffectual transfer becomes a costly mistake (*1981–82 College*

Knoell, F. (Ed.). *New Directions for Community Colleges: Improving Articulation and Transfer Relationships*, no. 39. San Francisco: Jossey-Bass, September 1982.

Costs, 1981). One of the concerns expressed by institutional representatives was the need to put their own houses in order; if appropriate transfer information were not available, the state might decide to instigate policies that might not be acceptable. Still another factor is the intimidation of lay people by the dollars and complexities of computer systems. Although much of the awesomeness of computers is dissipating, the typical admissions person is not involved in the development of programs.

On the other hand, a climate of understanding was in evidence as a result of an articulation agreement developed in 1972. While not all institutional representatives signed the document, common areas of concern had at least been aired.

With these challenges in mind, three individuals met in September 1978 to develop a plan of action: Mike Paparella, regional director of educational services at the American College Testing Services, formerly of Muskegon Community College; Duncan Sargent, director of admissions for the University of Nebraska, Omaha, formerly of Michigan State University; and Eleanor Hendershot, admissions counselor at the University of Michigan, then a member of the Michigan Articulation Committee and, subsequently, chairperson of ESCALATE (Establishment of a Statewide Computer-Assisted Library to Advance Transfer Equivalencies). Early discussions identified the key elements of information (number of hours, specific or general credit, basic education areas, and so on) needed to provide a complete information package. It was soon realized that course equivalencies represented the first step. Curriculum guides were logically the second step.

Many ideas were at first voiced and discarded. A good example of this experimentation was the attempt to develop a common taxonomy. If one university called its course English 125 and another called its course Freshman Writing 100, could these both be identified as "Composition"? This was bound to irritate faculty members and confuse students. We soon identified this as an unnecessary step, since a user was seeking equivalency information on *his* or *her* course, whatever another institution might choose to call it. A format gradually evolved, and the acronym ESCALATE became the identifier. Computer expertise was recognized as an essential.

In January 1979, the ESCALATE committee hired a computer consultant and added members to include private college representation and to establish a link with the Michigan Articulation Committee. By February, a proposal had been drafted.

The Proposal

The proposal put into writing the need for a computer system of equivalencies, the long-term goals of the system, and the steps suggested to accomplish them. The committee proposed that the Michigan Associ-

ation of Collegiate Registrars and Admissions Officers (MACRAO) create a statewide computer-assisted library of transfer equivalency information and that a central clearinghouse be established where transfer information could be submitted by participants and stored in computerized form. Information could be updated on a regular basis by any participant as needed. It was envisioned that, from year to year, participating institutions would only need to update where changes have taken place or new courses are being evaluated. The main objective was better service to the student and to counselors or advisors.

The proposal was forwarded to the MACRAO executive committee in March and approved by the association in June. Five community colleges and five four-year institutions were chosen to participate in a one-year experimental period. Each contributed $300 to launch the system. Table 1 lists the participants.

Institutional representatives soon decided that, for the sake of consistency, further questions pertaining to the formatting of data would be directed to the computer consultant, while questions of interpretation would be directed to the chairperson. The carrier of ESCALATE during this early development stage was Muskegon Community College. Under the guidance of James Yeakey, format sheets were distributed to the five community college participants, along with instructions for completion. Community college course listings were completed, copied, and forwarded to the five four-year institutions. Evaluation of the courses by the receiving colleges included the amount of credit given, whether credit was assigned to the particular course or a department, identification of the basic areas of education (that is, natural science, social science, and humanities), and specific comments of transferability (such as "first of a sequence," "evaluated upon arrival on campus," or "required for transfer").

When evaluation of community college courses was completed, the senior institution returned the format sheets to Muskegon Community College, where these were keypunched and placed on computer disks for later retrieval.

By March 1980, first copies of the printouts were in hand, and participants proceeded to correct errors in the data. By June, final printouts were available to participating colleges and universities.

The evaluation of the model indicated that the system had worked well. Nine of the ten institutions submitted the required paperwork within the time lines, and the reports were generated as promised. This encouraged expansion of the system.

Benefits

ESCALATE, as originally envisioned, anticipated certain benefits: It was hoped that institutions would develop transfer policies rather

Table 1. MACRAO Participants

Two-Year Institutions	*Four-Year Institutions*
Lansing Community College	Michigan State University
Macomb Community College – South	Northern Michigan University
Muskegon Community College	Western Michigan University
Northwestern Michigan College	Eastern Michigan University
Washtenaw Community College	Ferris State College

than one-time course evaluations. Information available to students would be more complete and, therefore, better. Barriers to the efficient transfer of credit would be lessened. Information provided would be consistent and reliable. Evaluations would be updated within a reasonable time span.

Several unplanned benefits were also realized. An increased appreciation of each other's policies and concerns was soon recognized by the participating institutions. Ties among contact persons of the member institutions were strengthened. Communications improved between different parts of the participating institutions.

Current Status

In November 1981, the ESCALATE committee recommended that the system be transferred from Muskegon Community College, where it had developed as a punched-card operation, to Wayne State University. Here, it will be on-line and interactive. Along with the carrying of accurate, up-to-date equivalency data, the ability to participate in on-line conferences will be available. For example, a member who wishes to pose a question to another member will enter that question through the on-line computer onto the conference "bulletin board." The receiving member finds a question awaiting him or her at the ESCALATE terminal and can then enter a response onto the bulletin board, seek further clarification from the first member, or refer the solution to a third member. Multiple conferences may be initiated at this point. In like manner, the agenda for an upcoming meeting can be reviewed in advance with consequent thorough preparation and gathering of facts.

A participant on one campus who wishes to query the system may seek advice from another participant or from the computer service. In similar fashion, a participant who has found a new way of using all or part of the data base can so inform other members of the system.

This step in ESCALATE's growth is appropriate because it allows each participating institution to use Wayne State University's facilities only to the extent desired. For those colleges without terminals available for counselor use, hard-copy printout of equivalencies will be available as a desk-top reference. Use of computer time may be confined

to original entry and subsequent updates. For those institutions with available terminals, many forms of computer usage may be explored. Certainly, on-line data entry and updating will be used. Communication, as suggested by the on-line conference feature, will be possible. Those institutions having their own internal computer services may wish to call up the university computer service, read off the data base, and subsequently refer to this local information until an update is appropriate.

Access to ESCALATE can be arranged through the Merit Network, the commercial TELENET to the nearest Merit institution, or the TELENET "800" number to the university. Connect charges represent a considerably smaller cost per hour than to comparable long-distance charges—at the most distant point, $18.00 per hour for the "800" TELENET number, as opposed to $25.00 per hour via Michigan Bell Telephone. In the most populous areas of the state, access through a local call to a Merit member reduces the cost of connect time to $6.50 per hour.

Considering that a typical student query takes less than one second of computer time, the charge per query would average $5.00 at a distant point, while a user within local dialing distance of a Merit number would pay an average of less than $1.00 per query. When use of an institutional computer system is included as an option, the cost of a student query is still further reduced.

What Made It Work

The initial success of the ESCALATE project can be largely attributed to the institutional representatives, individuals who are willing to risk and to persevere. Communication continues to be a key factor. Course equivalency decisions, for example, must be made within the context of existing institutional policy; to attempt to force institutions to accept equivalencies developed by another institution would jeopardize the system and create antagonism. To deny that differences exist within an institution regarding the acceptance of particular courses would be less than truthful. Shortcuts must also be resisted. This requires frequent meetings (1) of institutional representatives to determine approaches for the completion of ESCALATE data and (2), of equal importance, of the faculty to determine transfer credit.

Each institution represented on the ESCALATE committee continues to absorb costs of monthly meetings, workshops, report preparation, and other necessary expenses.

Readers seeking further information about ESCALATE are encouraged to contact the current ESCALATE chairperson: Mrs. Karen Vander Jagt, Admissions Office, Michigan State University, East Lansing, Michigan.

Reference

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Material abstracted from recent additions to the Educational Resources Information Center (ERIC) system provides further information on articulation and transfer.

Sources and Information: Revitalizing Articulation and Transfer

James C. Palmer

The preceding chapters examine a wide range of topics related to transfer and articulation. As a bibliographic aid to readers interested in obtaining additional information, this chapter cites recent ERIC documents and journal articles that deal with the articulation and transfer process. The following sections review these documents and articles under four headings: (1) the status of the community college transfer function; (2) the success of community college transfer students at four-year institutions; (3) educational articulation; and (4) experiential learning.

The Status of the Community College Transfer Function

Recent literature on the community college transfer function notes the decline of transfer education within the curriculum and examines the impact of that decline on the college, on the university, and on the student.

Lombardi (1979) notes the preeminence of transfer education at two-year colleges through the 1960s, traces the subsequent decline in the

Kintzer, F. (Ed.). *New Directions for Community Colleges: Improving Articulation and Transfer Relationships*, no. 39. San Francisco: Jossey-Bass, September 1982.

number of students enrolled in transfer programs, and examines factors contributing to this decline. These factors include the growth of vocational, community, and remedial education programs; increased competition for students among two- and four-year colleges; and the aging of the student body. Lombardi concludes, however, that the reluctance of educators to break their ties with higher education and the increased demands for improved humanities curricula will assure transfer education a vital, though smaller, curricular role.

Several authors examine the decline of the transfer function in light of the educational mission of the community college. Hayward (1981) reaffirms the commitment of the California community colleges to transfer education but notes the legitimacy of three questions: whether all of the colleges will retain transfer programs with smaller enrollments; whether community college transfer students are sufficiently prepared for university work; and whether existing course and program articulation agreements are adequate.

Cohen (1980) warns that the institutional legitimacy of community colleges can be seriously threatened if quasi-educational activities (such as fairs and recreational programs) are used to replace the dwindling number of transfer courses.

Koltai (1981) argues that community colleges have an obligation to close the gap between the large number of students who say they want to transfer and the small number who do actually transfer to a four-year institution. He advocates the implementation of academic standards and reports on plans to revitalize advisement procedures for transfer-oriented students in the Los Angeles Community College District.

Rendon (1980) stresses the importance of transfer curricula to the disproportionately large number of minority students who begin their baccalaureate studies at two-year colleges. While conceding that community colleges have increased minority access to higher education, Rendon notes that they have not succeeded in reducing minority attrition. She delineates ten recommendations for minority transfer education, including complete articulation agreements with high schools and universities; counseling and support services; and the designation of one college staff member to be in charge of the transfer process.

Finally, Kissler (1980, 1981) writes from the perspective of the four-year institution. He examines the impact of the decline in community college transfer education on universities, especially in terms of the need to admit and provide courses for more freshman students. He also argues that the excellent academic reputation enjoyed by the undergraduate division of the University of California is threatened by the decline in the number of community college transfer students and by their relatively poor academic performance.

Community College Transfer Students at Four-Year Institutions

Several studies have been conducted to assess the persistence and academic performance of community college transfer students at four-year institutions. Most studies examine the grade point averages (GPAs) earned by the students after transfer, as well as their degree attainment. Other assessment criteria include college credits earned while at the university and student academic performance in relation to students who are "native" to the university.

Individual community colleges often conduct follow-up studies of the academic performance of the students who transferred from their institutions. In a series of reports, Gold (1980a, 1980b, 1980c, 1981a, 1981b) reviews the performance of Los Angeles City College transfers at California State University, Los Angeles, and at the University of California. Among other items, Gold delineates the students' GPAs, persistence rates, and degree attainment rates; findings are variously broken down by sex, declared major, age, and ethnicity. In one study, Gold (1981b) found that, of the 386 students who transferred to the California State University, Los Angeles, in the fall of 1977, 24 percent were still in attendance after three years, and 17 percent had received a bachelor's degree.

Kirby (1980) reviews the academic performance of 489 students who attended Oakton Community College between 1971 and 1979 and who continued their education at other institutions. Her findings reveal that a majority of the students went on to public colleges and universities. As of 1980, forty of the students were still enrolled at an institution of higher education and fifty-nine had received the bachelor's degree. Findings are reviewed for those students who had formally graduated from Oakton and for those students who had not formally graduated.

Slark and Bateman (1981) examine the university GPAs of the 1,343 Santa Ana College students who transferred to the California State University System in 1979–1980, and of the 52 Santa Ana College students who transferred to the University of California (UC) in the fall of 1978. For students transferring to the UC system, GPAs are compared with those of "native" UC students. Among other findings, the study reveals that the university GPAs of those transfers who were eligible to enter the UC system upon graduation from high school were comparable to those of "native" UC students.

Two additional studies have been conducted to assess the performance of community college transfer students on a statewide basis. Richardson and Doucette (1980) compare the GPAs, retention rates, credits earned, and graduation rates of three student groups enrolled in

baccalaureate programs at Arizona State University, the University of Arizona, and Northern Arizona University. The three study groups are (1) "native" university students who had completed twenty-four to thirty-six credits; (2) students who transferred to the state universities after completing one year at a community college; and (3) transfer students who had completed two years at a community college. In another statewide study (*Community College Student Performance,* 1981), GPAs for upper-division students in Florida's universities are examined to compare the academic success of "native" and transfer students and to compare the GPAs of students with and without the associate degree.

Anderson and Beers (1980) and de Wolf (1978) describe studies conducted by individual universities to assess community college transfer students. Anderson and Beers review the findings of a longitudinal study of 676 community college transfer students at the University of Illinois (Urbana-Champaign). The university GPAs earned by these students are compared with those earned by "native" university students and by other students who had transferred from four-year institutions. In addition, the authors present a statistical analysis to determine predictive equations correlating the pretransfer GPA with subsequent academic achievement. De Wolf compares the GPA and graduation rates of 479 community college transfer students at the University of Washington with 100 students who were "native" to the university. Comparisons are also made between those transfer students who had earned an associate degree and those who did not.

Finally, Lara (1981) and Neumann and Riesman (1980) represent studies that have been conducted to assess the factors that contribute to the success or failure of community college transfer students. Lara reports the findings of a survey of the 1,343 students who transferred to the University of California, Los Angeles (UCLA) during the fall of 1977. The survey asked respondents to indicate how frequently they engaged in various academic activities at the community college and at UCLA. These activities related to the use of the library, experiences with faculty, course learning, and writing papers. In addition, the students were asked to provide comparative ratings of the community college and the UCLA environments and to estimate their gains in academic and personal growth at each institution. Lara statistically analyzes the 824 survey responses to determine differences between those students who had dropped out and those who were still enrolled during the fall of 1979.

Neumann and Riesman review the findings of interviews conducted with community college transfer students who successfully graduated from selective, independent senior colleges. The report considers the students' characteristics and backgrounds, their reasons for attend-

ing a community college, the shock they experienced after transfer, and the factors contributing to their success.

Articulation

Recent ERIC documents on educational articulation stress the need for improved relations among all educational levels. Luna (1981) argues that cooperation among high schools, community colleges, and universities is necessary to assure the academic success of the growing number of nontraditional, underprepared students. The author presents a model for a cooperative effort that would minimize the duplication of remedial activities at the secondary and postsecondary levels.

Senier (1978) reports the findings of a survey conducted to assess the various forms of articulation practiced by the Pennsylvania community colleges, including horizontal articulation (involving the movement of students from one institution to another at the same level); vertical articulation (involving movement of students from one competency level to a higher level); and administrative articulation (the achievement of fiscal savings through shared facilities and services).

Traditionally, articulation between community colleges and universities is thought of in terms of transferred credits and the progression of students from one institution to another. Peterson (1981), however, argues that the movement from lower division to upper division should be based on the measured achievement of competencies rather than the number of courses completed and credits accumulated. Conroy (1981) describes yet another nontraditional approach to articulation—a contractual agreement, whereby Northern Virginia Community College offers sections of its developmental math course at George Mason University. Conroy points out the benefits accrued by institutions in this cooperative endeavor and discusses steps in planning and implementing the course.

Besides articulation with four-year institutions, increased attention has been paid to articulation between high schools and community colleges. One paper (*Report for Florida Community Colleges,* 1981) describes efforts undertaken to improve the articulation of community college courses and services with those offered by Florida's secondary and higher education institutions. These efforts include drawing up a formal articulation agreement, developing a taxonomy of courses, and defining minimum competencies.

Most of the literature on articulation with high schools centers on vocational programming. Whitworth (1979) describes a cooperative project undertaken by Parkway West Area Technical School and the Community College of Allegheny to plan and develop a task-level artic-

ulation agreement for welding sequences extending from the high school to the postsecondary levels. Dillenbeck (1980) details the steps taken by Schoolcraft Community College in Michigan to develop formal articulation agreements with the vocational education programs at twelve area secondary schools. Woelfer and others (1980) delineate efforts undertaken in North Carolina to improve articulation between vocational programs in the state's high schools and community colleges.

One author, however (Waller, 1980), leaves the vocational area and presents guidelines for the establishment of policies needed to articulate high school social science programs with those offered in two-year colleges.

Experiential Learning

Community colleges have long recognized the value of learning experienced by individuals on the job, through volunteer work, or in other nontraditional settings. Many colleges have established experiential learning programs through which students can apply their learning experiences toward the award of college credit. Rigorous procedures have been adopted to document and verify such learning so as to preserve the integrity of the earned credits and to assure their articulation and transfer.

Sinclair Community College (Ohio) has produced a booklet that provides procedural descriptions, guidelines, and exercises for use by students in the compilation of personal portfolios that document learning through nonscholastic experiences and serve as formal application for college credit (*Student Guide to Receiving Credit,* 1980). Components of this portfolio include an outline of important events in the student's life; a delineation of personal, educational, and career goals; a year-by-year record of experiences from high school graduation to the present; a narrative description of out-of-college experiences; and documentation for each learning experience.

Eisele and others (1980), in a handbook for coordinators of cooperative education, present guidelines for developing, monitoring, and evaluating cooperative educational opportunities that allow students to document learning on the current job, through work-study placements, or through placements in local business. Included in the handbook are guidelines for four activities that must precede student placement in cooperative positions: recruiting students; interviewing them to assess their motivation and commitment; selecting a suitable job position; and assessing the amenability of the supervisor to the cooperative education program.

Coastline Community College (California) has developed a set of booklets that assists students in applying for college credit on the basis

of experiential learning. Riedel (1978) presents a handbook for adults who did not complete an occupational or degree objective but who wish to return to college and to request credit for noncollege learning experiences. The handbook guides the student in the preparation of a portfolio that examines, identifies, describes, and evaluates learning experiences acquired outside of the classroom.

In addition, the college has developed a set of guides to be used by students in verifying and evaluating noncollege learning experiences in the areas of travel agency operation, business management and marketing, general office practice, accounting, administrative secretarial work, personnel associate, and sales and marketing management (*Student Guide for Documenting Experiential Learning,* 1979). The guides require the students to verify knowledge and skills acquired on the job and to measure their skills against specific behavioral objectives established for vocational courses offered by the college.

Finally, one article (Shisler and Eveslage, 1980) reports the methodology and findings of a survey conducted to determine the policies and practices of the Illinois community colleges and senior institutions regarding credit for noncollegiate learning. The authors examine the types of learning experiences recognized by the colleges and the methods used to assess those experiences.

Obtaining Copies of ERIC References

The ERIC documents (ED numbers) listed, unless otherwise indicated, are available on microfiche (MF) or in paper copy (PC) from the ERIC Document Reproduction Service (EDRS), Computer Microfilm International Corporation, P.O. Box 190, Arlington, Virginia 22210. The MF price for documents under 480 pages is $0.91. Prices for PC are: 1–25 pages, $2.00; 26–50 pages, $3.65; 51–75 pages, $5.30; 76–100 pages, $6.95. For materials having more than 100 pages, add $1.65 for each 25-page increment (or fraction thereof). Postage must be added to all orders. Abstracts of these and other documents in the junior college collection are available upon request from the ERIC Clearinghouse for Junior Colleges, Room 96, Powell Library, University of California, Los Angeles, California 90024. Bracketed publication dates are approximate. Journal articles, those not marked with an ED number are not available from EDRS.

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Actual data and policy decisions concerning transfer and articulation are needed.

Concluding Comments

Frederick C. Kintzer

This volume began and concludes with a call to mobilize a concerted national effort to revitalize the study of articulation and transfer—to start a new decade of research and implementation. Improved practice based on systematic research should be the modus operandi.

Demands from state executives and legislators to take immediate action are placing public schools and colleges, particularly community colleges, on the defensive, driving some to early and premature decisions. While economic instability coupled with the shifting characteristics of transfer populations present complex and, at times, overwhelming problems, sudden reactive policy changes with minimal empirical evidence are temporary solutions, at best.

At this point, for example, we rely on educated guesses derived from inferential rather than actual data when attempting to account for transfer populations. Reports on regional and national trends are therefore in gross estimates. Precise definitions and identifying procedures vary considerably among institutions and throughout state systems. Uniform identification and counting formulas do not exist. The research talent of the nation needs to be mobilized to bring order to this fundamental deficiency.

Other policy questions are raised in this volume. On articulation, what, in terms of transfer credit, is the relationship between basic skills education (remediation) and collegiate education? How can credit

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for learning away from the traditional classroom and laboratory be made more flexible without lowering the quality of academic degrees? Scattered throughout the eleven chapters are examples of improved articulation and transfer activities and the rationale justifying the practices. However, these are still localized and isolated, and they have not as yet influenced broad change. While guidelines and/or policies have been developed in virtually all fifty states, these deal almost exclusively with course and credit exchange within traditional systems and standard curriculums. Transfer relationships between nontraditional and traditional institutions appear in agreements individually negotiated. Articulation matters, such as services for transfer students, are seldom found in either statewide or individual institutional compacts.

The opportunity for dialogue among national leaders on a regular basis is the obvious and overriding need identified in this volume. A possible model for such action could be the 1973 College Transfer Conference sponsored by the Association Transfer Group described in the Editor's Notes. Updating and expanding the recommendations directed to local, state, and national groups of educators, legislative agencies, and organizations are the desired objectives. Conference participants should include representatives from industry and labor unions that are continuing to expand and diversify education at the collegiate level and, indeed, from proprietary schools and colleges that enroll significant numbers of degree-minded students. Educational brokers, who now serve thousands of clients worldwide, and hundreds of colleges and universities, must also participate in the dialogue if the new era of study is to be relevant.

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From the Editor's Notes

The beginning of the 1982 academic year is an auspicious time to renew discussion of articulation and transfer. Colleges and universities continue under heavy economic strain, and public institutions feel increasing policy pressure from state governments. The diminishing numbers of traditional transfer-age cohorts encourage interinstitutional competition for other groups who are expressing their availability, some in no uncertain terms. It is time that we initiate efforts to extend cooperation among the various institutions and agencies now engaged in higher education. Cooperative planning must necessarily include high schools and other institutions active in precollegiate education. This is the primary message of this volume of New Directions for Community Colleges.

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